

# **Peacebuilding and Reconstruction (PBR) Program Initiative**

## **External Evaluation Report**

Rex Brynen, *McGill University*

Stephen Brown, *Université d'Ottawa*

Evan Fox-Decent, *McGill University*

Commissioned by the Evaluation Unit, International Development Research Centre.

**final report**

17 November 2003

## Table of Contents

TABLE OF CONTENTS.....	73
1.0 EXECUTIVE SUMMARY .....	75
2.0 INTRODUCTION .....	77
2.1 Methodology .....	78
3.0 FINDINGS: PROGRAM AIMS AND OBJECTIVES.....	79
3.1 General Assessment .....	80
3.2 Geographic Scope .....	80
3.3 Thematic focus.....	83
3.4 Capacity-building, Scaling-up, Networking, and Knowledge Conveyance .....	85
3.5 Intellectual Directions .....	86
3.6 Monitoring and Evaluation .....	91
4.0 FINDINGS: RESULTS .....	92
4.1 Overall Assessment.....	93
4.2 Outputs.....	93
4.3 Reach.....	98
4.4 Outcomes and Impact .....	104
4.5 Critical and Gendered Analysis .....	107
5.0 FINDINGS: STRENGTHS AND WEAKNESSES.....	109
ANNEX I: SOURCES CONSULTED .....	113
Major Documents (selected) .....	113
Other Documents .....	117
Interviews Conducted .....	117
ANNEX II: CASE STUDIES .....	121
RP100692 – Good Governance and the Transformation of the Security Sector (CDD, Nigeria) .....	121
Overview.....	121
Key Observations.....	121
RP100496 – Inter-ethnic Relations and Educational Reform in Guatemala (CIRMA) .....	123
Overview.....	123
Key Observations.....	124
RP100830 – Southern African Reconciliation Study (CSVR, South Africa).....	126
Overview.....	126
Key Observations.....	127
RP101068 — Regularization of Land Tenure in Guatemala (CNPT).....	129
Overview.....	129
Key Observations.....	130

RP101199 — Impact of Urbanization on Land Use and Local Communities in the West Bank (ARIJ, Palestine) .....	134
Overview.....	134
Key Observations.....	135
RP101323 — Palestinian Adolescents Coping with Trauma (SPEG, Canada and ICPH, Palestine).....	137
Overview.....	137
Key Observations.....	138
ANNEX III: ABBREVIATIONS .....	140
ANNEX IV: PBR PI STAFF (2000-PRESENT).....	142
ANNEX V: INDEX OF RESEARCH PROJECTS REFERENCED .....	143
ANNEX VI: THE REVIEW TEAM.....	73

## 1.0 Executive Summary

- This external review examined and evaluated IDRC Peacebuilding and Reconstruction (PBR) program initiative during the period covered by its October 2000 *Prospectus*. In doing so, it assessed the *aims and objectives of the program*, the *results achieved*, and the general *strengths and weaknesses* of the PI. The evaluation is based on extensive review of project documentation, an email survey of projects, field visits, and more than fifty interviews with PI staff, southern partners (in Africa, Latin America, and the Middle East), and others.
- Overall, the reviewers were impressed with the intellectual quality and practical contributions made by most of the projects supported by PBR during this period. This has been true despite the obstacles generated by massive staff turnover in late 2001, as well as the institutional dislocation caused by IDRC's closure of ROSA.
- With regard to *aims and objectives*, PBR has managed to build a geographically well-rounded portfolio, diversifying significantly since its last external review. While it has nominally pursued programming in four thematic areas (democratization, the political economy of conflict, human security, and "challenges to peace") these categories have proven highly porous. The reviewers support what has emerged as PBR's *de facto* programming strategy of supporting a broad range of innovative programming on peacebuilding, while developing synergistic research "clusters" around particular issues or contexts.
- Although PBR identified two "flagship" projects in its last *Prospectus*, both have been disappointments. The Mine Action Program was disrupted by the closure of ROSA, among other factors. The development of Peace and Conflict Impact Assessment (PCIA) has confronted a variety of challenges inherent in the issue, and PBR has adapted by reducing its ambitions and shifting from a "lead role" to more of a "supporting actor". Opportunities were missed for PBR to press the issue of PCIA methodology within IDRC itself.
- With regard to the *results* achieved by PBR-supported projects, most are very substantial. In general, programming in Latin America is the strongest undertaken by the PI, with excellent projects also supported in the Middle East and in PBR's "global" portfolio. PBR's African programming has been more uneven, in part because of staff change and dislocation associated with the closure of the ROSA and the PBR's consequent shift to ESARO and WARO. Southern partners generally have high praise for the work of PBR staff, and especially their intellectual input and support for local capacity-building.
- Although the "reach" of PBR-supported projects has been good, there have been significant weaknesses in the effective use of information and communication technologies. Not only have several PBR-supported ICT projects been disappointing,

but PBR's own use of ICTs to disseminate its work has been unimpressive. Responsibility for much of this seems to lie at the corporate level, and in particular in deficiencies in IDRC's own "web presence."

- PBR deserves particular recognition for its very effective integration of gendered analysis and critical perspective in its programming, especially in Latin America and the Middle East.
- While the review found no research ethics problems in any of the projects reviewed, there is a need for PBR to develop guidelines, procedures, or "lessons-learned" addressing the *particular ethical challenges of research programming in conflict-prone areas*.
- As for overall *strengths and weaknesses* in the PBR programme initiative, the reviewers reiterate the desirability of a more effective internet dissemination strategy. Recent discussions among PBR staff as to future programming strategy point to a good grasp on the programming environment faced by PBR, its potential value-added, and how best to target future initiatives. One challenge will be maintaining the global (and, in practice, often northern) intellectual profile of IDRC's engagement in peacebuilding while focusing its resources at local, southern partners. Enhancing the PBR's role as a "knowledge conveyor" will be critical to do this, confirming IDRC's status as "not another think tank," but rather as an action-oriented research donor in genuine partnership with the South.

## 2.0 Introduction

This evaluation examines the performance of IDRC's Peacebuilding and Reconstruction (PBR) program initiative (PI) during the period 2000-2003. In doing so, the evaluation explores three basic sets of issues:

- *Review objective 1: Program aims and objectives.* First, the evaluation addresses the extent to which PBR has met the general objectives set for the program initiative in its October 2000 four-year *Prospectus*. Particular attention is paid to the intellectual evolution of the program as well as its adaptation to changing circumstances (including substantial staff turnover and institutional changes during the period under review).
- *Review objective 2: Results.* Second, the evaluation also examines the results of the program, including the quality of the concrete outputs of PBR-supported projects; the capacity-building and other effects of IDRC support on partner institutions; and the broader "reach" or influence of projects on peacebuilding research agendas, approaches, and activities. Special emphasis is given to questions of dissemination, networking, and policy impact, as well as to the promotion and integration of gendered and conflict-sensitive social analysis.
- *Review objective 3: Strengths and weaknesses.* Third, the evaluation offers a number of thoughts on the strengths and weaknesses of PBR's programming and programming approach. It highlights some of the unavoidable dilemmas of peacebuilding programming, reflects on the question of IDRC PBR's "niche" and optimal value-added contribution among peacebuilding/research donors, and offers other ideas that may be of use as PBR considers its next four year programming cycle.

This introduction is followed by a brief discussion of methodology. Thereafter, the three review objectives are dealt with in Sections 3, 4, and 5 respectively of the report. Annex I provides a summary of sources consulted in undertaking the evaluation. Annex II provides detailed overviews of the six field reviews undertaken by the evaluation team. Annex IV tracks changes in PBR staffing levels during the period under review. Finally, Annex V provides an index of research projects referenced in this report.

The evaluation is written with several different sets of users, and uses, in mind. For members of the IDRC board and senior management, we hope to offer insight into the performance of the PBR program initiative over the past years—an assessment that should contribute both to accountability (that is, the extent to which the program initiative has done what it undertook to do) and effectiveness. For PBR team members, this evaluation should be seen as a contribution to their own ongoing efforts to develop appropriate and dynamic strategies of support for cutting-edge peacebuilding research and research-practice in the South. Finally—and while not constituting a primary client for which this report is being written—this evaluation might also be of some utility to the

broader Canadian (governmental and non-governmental) peacebuilding community as it considers Canadian initiatives to support the search for peace in conflict-afflicted areas.

The final version of this report reflects input on the evaluation team's preliminary finding received from Programs and Partnership Branch management, from the IDRC Evaluation Unit, and from PBR itself. The comments provided from these three sources have significantly enhanced this evaluation. Comments from PBR staff were particularly useful in this regard, and pointed to a number of forward-looking strategic issues that confront PBR programming in the years ahead. While many of these lie outside the scope and mandate of this evaluation, they should be explored by PBR itself as it develops its next *Prospectus* and strategizes its future objectives, goals, and forms of engagement.

## **2.1 Methodology**

In preparing this report, the evaluation team reviewed a wide range of project and program documentation (see Annex I). In consultation with staff from both PBR and IDRC's Evaluation Unit, the team selected six projects for study in greater depth, two each from the three main geographical regions of focus of PBR programming.<sup>1</sup> These were chosen so as to be as a representative cross-section of various thematic sectors in which PBR provides support. The case studies were also selected so that while each was substantial (and hence offered major outputs to review), they also varied significantly in terms of size, from \$150,000 in the case of RP100496 (Inter-ethnic Relations and Educational Reform in Guatemala) to \$459,220 in the case of RP101199 (Impact of Urbanization on land Use and Communities in the West Bank). Some projects build upon long-standing partnerships between local researchers and IDRC (for example, ARIJ), while others are newer.

The evaluation team undertook more than fifty in-depth interviews, both in Canada and in the field. Most interviews were conducted in person, although some were carried out by telephone or email when it was not possible to meet face-to-face. Interviewees included past and present IDRC staff at headquarters in Ottawa, in Nairobi, Kenya (ESARO), and elsewhere, as well as persons working on PBR/IDRC-funded projects in Guatemala, Malawi, Palestine, South Africa and the United Kingdom, both in upper management and at the operational level.<sup>2</sup> In addition, other interviewees were selected for their close knowledge of IDRC, its partners, and the area of peacebuilding and reconstruction.

The evaluation team also undertook an email survey of PBR's past and current southern partners. While the response rate was low (in part, because of the summer months), and

---

<sup>1</sup> IDRC's Evaluation Unit suggested that six case studies would be a suitable in-depth sample size for the evaluation. However, it should be noted that more than fifty PBR projects are referenced in this report (Annex V)

<sup>2</sup> The reviewers made field visits to Guatemala, Palestine and South Africa because these countries are the sites of the largest number of and most important PBR-funded projects, including five of the six in-depth case studies. The sixth is run out of Nigeria, but a stopover was made in London to meet with the project manager, who was scheduled to be there at that time. An evaluator arranged for the interview in Malawi while he was there for non-IDRC related reasons. A visit to ESARO in Nairobi was essential to meet with the PBR PO and consult the African project files that are housed there.

the respondents unrepresentative of the portfolio as a whole (with a disproportionately high response from more institutionalized and better-resourced groups), the comments received were nonetheless useful in framing this assessment.

All interviews, as well as the email survey, were conducted on a confidential basis so as to assure the assessments offered to the evaluation team by respondents were as frank and honest as possible. As a result, it is sometimes not possible to identify the particular basis for information used in this report due to the need to protect the anonymity of sources.

### 3.0 Findings: Program Aims and Objectives

In its October 2000 *PBR Program Initiative Prospectus* (p. 4), the Peacebuilding and Reconstruction program initiative outlined four main sets of objectives:

- “To enhance knowledge and understanding of three key aspects of post-war transitions: democratization, human security, and the political economy of peacebuilding;”
- “To contribute to research capacity building, policy development and institutional arrangements that support transitions from violent conflict to peace and security and sustainable development at the local, national, regional, or international levels;”
- “To promote innovative thinking and strategies for sustainable peace through historical and critical analysis of the nature, dynamics and impacts of current peacebuilding agendas;”
- “To encourage the development of new research methodologies, approaches, tools and partnerships in support of peacebuilding.”

These objectives were to be pursued in the context of programming that would emphasize knowledge generation, policy development, and research capacity-building, primarily focused on three regions: Southern Africa, the Middle East, and Central America.<sup>3</sup> The *Prospectus* also noted the importance of cross-regional and global work. PBR’s three main research themes of *democratization*, *human security*, and the *political economy of peacebuilding* were to be complemented by an additional concern with challenges to peace—defined as an exploration of “contested visions of peace and the nagging problems in peacemaking, peacebuilding and conflict prevention from a historical and critical perspective” (p. 6).

In pursuing these objectives, the PBR *Prospectus* drew special attention to two important parts of its programming approach (p. 6): the importance of promoting and mainstreaming social and gender analysis in its work and that of its partners; and the need to develop and integrate peace and conflict analysis (PCIA, RP100226). Indeed, PCIA—

---

<sup>3</sup> While too early to evaluate results and impact, it is worth noting that the PI has further diversified its geographic scope by conducting explorations into programming in Asia, funding projects in Sri Lanka and Afghanistan, and hiring a PO in Delhi.



together with the ROSA-based Mine Action Program (MAP, RP004380)—was identified by PBR as one of its key “flagship activities” intended to “strengthen its niche as a research donor” (p. 7).

The prospectus also placed great emphasis on the value of networking, and the role of PBR as a “knowledge conveyor” in the peacebuilding field. To do this, PBR emphasized the need to work closely with other IDRC program initiatives “to develop a common agenda around issues of human security, conflict resolution, and governance;” to facilitate linkages between North and South, and theory and practice; to promote more direct and effective southern participation in the peacebuilding field; to disseminate findings widely, including to stakeholders and disadvantaged groups; and to continue strong working relations with governmental (DFAIT, CIDA) and non-governmental organizations (Canadian Peacebuilding Coordinating Committee), as well as a variety of research, donor, and policy networks.

### **3.1 General Assessment**

Overall, it is the collective judgment of the evaluation team that the Peacebuilding and Reconstruction Program initiative has met most of the broad objectives set for it in its last *Prospectus*.<sup>4</sup> It has enhanced theoretical and practical understanding of war-to-peace transitions, contributed to policy development, networking, and southern capacity-building, and promoted new thinking and innovative approaches. This has occurred, moreover, despite substantial institutional dislocation caused by substantial staff turnover midway through the period under review, and despite the limited success of PBR’s self-described “flagship projects.”<sup>5</sup>

### **3.2 Geographic Scope**

In the July 1999 external evaluation of PBR program, the reviewers noted that 70% of program initiative resources had been directed towards Africa. In view of the global scope of the program, they assessed this as “problematic” (p. 4) and urged a broadening of geographic focus. In recent years, PBR has successfully achieved this, with around one-third of the project expenditures approved since 2000 devoted to each of Africa and Latin America, about one fifth in the Middle East, and smaller amounts allocated to other regions, cross-national, and global programming (see Figure 1).

Within the three major regions of PBR programming, varying degrees of concentration are evident.

---

<sup>4</sup> This judgment is based on interviews, case studies, reviews of project documents and outputs, and the reviewers’ own substantial experience in issues of peacebuilding, reconstruction, democratization, and action-oriented research. The specific evidence used will be found in the substantive sections of this report, as well as its attached bibliography and case study annexes. The expertise of the reviewers in making this assessment can be evaluated with reference to the brief biographies presented in Annex VI.

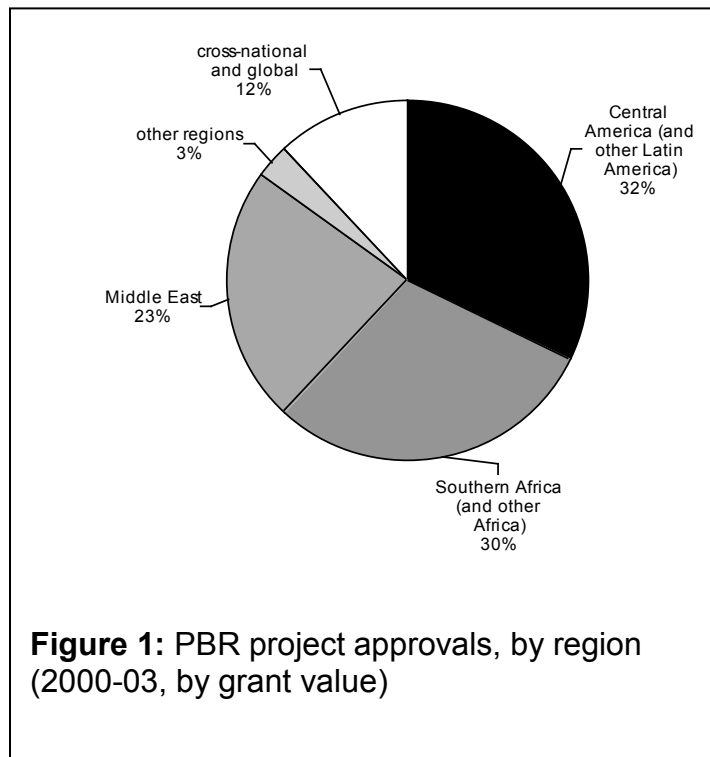
<sup>5</sup> PBR staff emphasize that the achievements of the PI come despite heavy workloads and the time-intensive requirements of programming in conflict areas. The time and resources available to the evaluation team did not allow detailed study to be undertaken of workload issues. However, some further discussion of these is offered in Section 5.0 of this report.

In *Africa*, a legacy of projects concentrated in and around South Africa in earlier years has become more varied over time, in large part because of the closing of ROSA in Johannesburg and the shifting of PBR responsibilities to ESARO in Nairobi (and—more recently, and to a lesser extent—WARO in Dakar). The Scoping Study on Peacebuilding and Reconstruction in Sub-Saharan Africa, currently underway, should lead to a further geographical broadening of PBR programming.

PBR projects in Africa are spread across the three areas of focus, with more emphasis on human security and less on the political economy of peacebuilding. The human security programming pays particular attention to security policy and security sector reform, illustrated by RP100692 “Good Governance and the Transformation of the Security Sector” (see Annex II), RP100913 “Towards a Regional Security Architecture: Assessing Issues and Developing Capacity in the Horn of Africa,” RP100870 “Budgeting for Defence in Africa” and RP101125 “Democratic Governance and Common Security in Southern Africa”.

In *Latin America*, there has been a heavy concentration of projects in Guatemala (38% of allocations, 1999-2003) and Central America more broadly (52%), and a much smaller focus on Colombia (9%), with little or no programming elsewhere.<sup>6</sup> This distribution has been of value, however, both for reasons of relevance (Guatemala emerging from decades of bloody conflict, on an uncertain and uneven path of political reform; interrelated legacies of conflict elsewhere in Central America; Colombia remains beset by considerable civil violence) and networking (in Guatemala in particular, concentration has allowed IDRC to establish a clear presence and has facilitated the promotion of local and subregional networks).

In terms of substantive content, the mix of projects in Latin America reflect an excellent balance among the three main points of research focus identified in the *Prospectus* (p. 5): democratization, human security and the political economy of peacebuilding. Virtually all of the projects within the Latin America portfolio fit comfortably under these rubrics



**Figure 1: PBR project approvals, by region (2000-03, by grant value)**

<sup>6</sup> See Duggen 2003.

(although this also reflects, as discussed below, the breadth of these categories themselves). For example:

- *Democratization*: “Inter-ethnic Relations and Educational Reform in Guatemala” (RP100496, see case study in Annex II) has produced a series of high quality books on the history of Guatemala’s inter-ethnic relations, and these promise to inform changes being proposed to Guatemala’s curriculum in a way that will reveal and explain why Guatemala’s indigenous population (and especially women) are generally worse off than their non-indigenous counterparts.
- *Human Security*: The PI has funded projects that have produced (or aim to produce) materials and tools relevant to informing discussion, influencing policy and tracking budgets with respect to the security sector. See, for example, FLACSO, “Security and Defense Policy in Guatemala” (RP100648); and IEPADES, “Analysis of the Security and Defence Budget” (RP101067).
- *Political Economy of Peacebuilding*: “Regularization of Land Tenure in Guatemala” (RP101068, see case study in Annex II) represents a profoundly impressive and cost-efficient effort to formulate comprehensive draft legislation which seeks to establish for the first time in Guatemala an effective public law regime to deal with land tenure and the issues that attend it (especially land conflicts).

Within the *Middle East*, the vast majority of programming has been in Palestine. With the collapse of the Palestinian-Israeli peace process in 2001, an upsurge in violence, and the Israeli reoccupation of much of the West Bank, this focus could be seen as problematic. Working conditions are difficult for local researchers, especially because of Israeli-imposed mobility restrictions, and the prospects for “peacebuilding” seem much more remote than they once did. Moreover, the West Bank and Gaza are far from the only areas in the region where issues of peace and conflict loom large, raising questions as to whether there has been an excessive focus on the Palestinian territories. However, on balance, the present focus seems justified. As in Guatemala, IDRC’s presence has fostered profile, networking and follow-on activities. Most of the actual projects that PBR has supported appear to be of high quality, and have been enhanced by strong intellectual contributions by PBR staff familiar with local dynamics.<sup>7</sup> An IDRC withdrawal during the period of heightened conflict would have damaged its credibility as a local research donor; conversely, its commitment to work through difficult local conditions has enhanced its reputation. PBR is thus well-placed to capitalize on an improvement in local conditions or political prospects in the context of the current US-led “roadmap” for Palestinian-Israeli peace. Moreover, many of the projects undertaken in Palestine—for

---

<sup>7</sup> Prior to the current evaluation of PBR, one member of evaluation team was principal author of a comprehensive report on donor effectiveness in Palestine, undertaken by the World Bank (in conjunction with UNDP and the government of Japan) for the international donor community (World Bank 2000). In the course of that work, as well as research for a book on development assistance in Palestine (Brynen 2000) and other work peacebuilding undertaken for DFAIT, the strong reputation and profile of IDRC as a research donor in the West Bank and Gaza was clear.

example, the PACT program on adolescent trauma (RP101323), highlighted in Annex II—can make broader contributions to knowledge on the causes, dynamics, and resolution of violent conflict.

In addition to its three major areas of regional programming, PBR has also supported some projects elsewhere, such as work on peace and conflict impact assessment in Sri Lanka (RP101528). Two Asian “scoping studies” have been undertaken, to identify other possible opportunities for PBR engagement in this area. PBR has also engaged a Project Officer in Delhi. This represents a laudable case of PBR meeting and exceeding the objectives set for it in the last *Prospectus*.

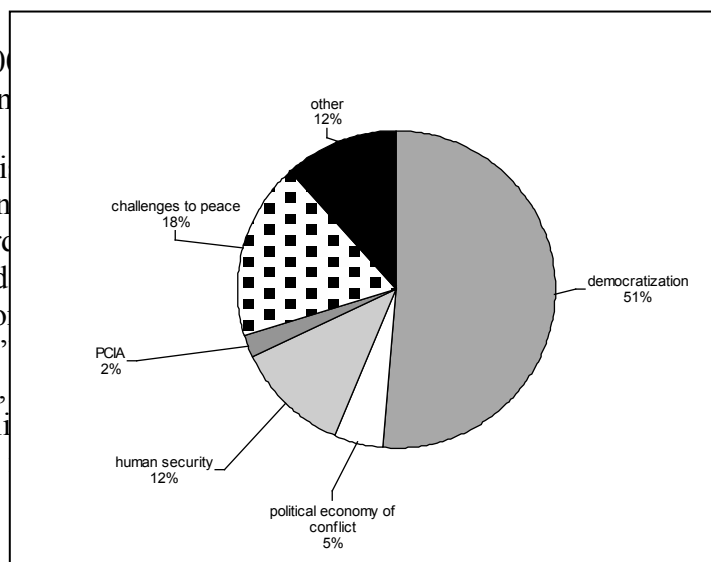
Finally, the PBR supports several projects that are *global* in nature. The global portfolio touches on areas of peacebuilding that typically are not region-specific, but which concern the core areas of the PI’s research focus. For example:

- *Democratization*: “Institutional Support to IDEA” (RP101874) supports the research of the International Institute for Democracy and Electoral Assistance on the conditions that affect the development and effectiveness of democratic institutions and processes.
- *Human Security*: “Biennial Report on the Implementation of the UN Program of Action on Small Arms” (RP101656) seeks to support the broadly multilateral UN effort to support legislative and institutional reforms in post-conflict societies to decommission small arms and prevent their proliferation.
- *Political Economy of Peacebuilding*: “Democracy, Inequality, and Social Policy” (RP100324) directly supported research in four southern countries (the Project Coordinator and IDRC’s major partner—the Centre for Policy Studies—were based in Johannesburg) on the relationship between democratic institution building and inequalities of an economic and social nature.

### 3.3 Thematic focus

As noted above, the October 2000 areas of thematic focus. But how n

Figure 2 indicates the thematic di on the categories originally assign is because the definition and bord supported projects could be fitted ought to be, administratively). Mo category of “challenges to peace,” budget in Guatemala (RP101067), although its objective “to facili processes, promote transparency



**Figure 2:** PBR project approvals, by theme (2000-03, by grant value)

policy proposals based upon the aspects of security sector reform and military conversion” seems to place it equally well in the “democratization” theme. The same is true of a project on democratic governance and common security in Southern Africa (RP101125). Two projects on peace, conflict, and information and communication technologies—one on human rights capacity building using ICT in Southern Africa (RP100152), and the other on new ICTs and peacebuilding in Colombia (RP100600) are differently classified as “democratization,” and “challenges to peace” respectively, despite their similarities. In the past, some applicants felt that they had been encouraged to change the language—but not necessarily the substance—of their proposals so as to fit more closely with IDRC’s thematic language. This is not really a very useful exercise. The 2000 *Prospectus* set a maximum of 10% of PI funds to be used to address “challenges to peace,” a target which appears to have been exceeded by our count. We do not see this as a problem, however.

Given the breadth and vagueness of the categories in the *Prospectus*, it is not surprising that the PBR Program initiative portfolio is spread across a great many topics. Only in a relative few areas can a tight thematic clustering of projects be found, and these clusters tend to revolve around themes within particular peace and conflict settings (for example, the socio-economic aspects of conflict, peace, and justice in Guatemala, or the Palestinian refugee issue) rather than representing a global “critical mass” in a broader intellectual sense.

Is this a problem? The 1999 evaluation of PBR programming suggested that the absence of “strategic niches” was a “pressing issue” (p. 18), and warned against the Program Initiative being pulled in too many directions. The subject was also discussed at considerable length at the PBR team meeting in Delhi in February 2003, as Program staff discussed possible foci for the next PI prospectus.

Certainly, there are some positive benefits to be had from focussing scarce resources in a limited number of well-defined areas. However, there are also disadvantages to doing so. As one recent World Bank evaluation of donor coordination in a conflict settings noted:

It is true that focus (whether sectoral or geographic) can be productive in a variety of ways: it helps to develop experience and analytical capacity within donors, fosters long-term relationships with local stakeholders, and helps to establish a well-known donor “address” for potential projects in a given area or sector. On the negative side, excessive attention to such focus may lead donors to prioritize “fit” over “quality.” Finally, it is important that “niche” be thought of in ways other than the traditional criteria of region or sector. The niche of some donors might be that they are highly responsive, able to provide funds (especially pilot or emergency funds) faster than others. Niche might be expressed in terms of supporting projects that are too small (or too large) for most. And donors might establish a “niche” in terms of their willingness to bear risk, or address politically sensitive issues that others are reluctant to address. (Brynen 2003: 13-14)

In the case of PBR, much of the success of the program initiative involves its ability to recognize (and willingness to support) nascent and/or innovative research-oriented projects in a timely way, to listen to critical voices, and to couple its financial support with intellectual input and a desire to promote long-term capacity-building in the south.

Perhaps a better way of thinking about what PBR has done in recent years is in terms of research “clusters” rather than categorical “themes.” As laid out in the last prospectus, research themes seemed highly organized and architectural—in theory, at least. In practice, support has been broad ranging, often directed at fleeting opportunities or particularly strong or important proposals, with some of it coalescing into synergistic clusters. That is, PBR generally supports projects that address important issues in effective ways, promise to generate new perspectives and new insights, which may seed new initiatives and networks, and/or which offer an opportunity to enhance southern capacities in a sustainable and lasting way. In doing so, certain “clusters” do emerge, whether these consist of a number of projects on a similar problematique, in a given region or sub-region, or through creating synergies with other IDRC program initiatives or the activities of others (CIDA, DFAIT, the NGO community, other research donors). Within these areas, PBR can assume a proactive role in identifying and filling gaps as they emerge, fostering networking, and acting as a “knowledge conveyor” between regions as well as across north/south divides.

One very positive example of this is PBR’s work on social reform in Central America.<sup>8</sup> Another is its portfolio of engagement on the Palestinian refugee issue. The latter includes projects on the implication of settlement evacuation for refugee resettlement (RP101687), historical memory (RP101494), legal rights (RP101493), and land use (RP101199). It also places PBR (and IDRC more broadly) firmly within an increasingly well-networked community of donors, researchers, and foreign policy makers. The result has been extensive cooperation with other units at IDRC (notably Middle East Initiatives and its IDRC-managed Expert and Advisory Services Fund), DFAIT, CIDA, other foreign ministries and aid donors, university scholars, Palestinian and international NGOs, and governments in the Middle East. The seamless and very effective cooperation within IDRC and between PBR and Middle East Initiatives has been particularly noteworthy.

### ***3.4 Capacity-building, Scaling-up, Networking, and Knowledge Conveyance***

All four of the terms above are something of a mantra within PBR and other IDRC programming, underscoring the value of: i) enhancing the capacity of southern partners to reflect on and address the challenges of their own societies, ii) taking methodologies and lessons-learned derived from specific cases and applying them more broadly; iii) linking (and hence synergizing) the work of researchers in a region or thematic field, and iv) connecting the experiences, insights, needs, and perspectives of southern and northern stake-holders, practitioners, scholars, and policy-makers.

The extent to which PBR has done this is explored in more detail in Section 4 of this evaluation, and in the case studies highlighted there and presented in more detail in Annex II. However, since these outcomes are so fundamental to the central purposes of the PBR program initiative, it is worth offering the preliminary observation that such goals have generally been achieved by the PI in its recent programming. However,

---

<sup>8</sup> For example, see the case studies in Annex II: RP 100496 – Inter-ethnic relations and Educational Reform, and RP101068 – Regularization of Land Tenure in Guatemala.

certain challenges remain, and will likely always remain, since they are inherent to the tasks themselves, rather than to PBR's actual performance:

- Sustainable, long-term capacity can be difficult to build, especially when project-related skills and experiences tend to be lodged within particular project personnel (and hence are vulnerable to “moving on”), and when southern partners lack the resource base to maintain capacities once the project has ended. The institutions most able to produce solid proposals and deliver sound, credible research outputs may be those least in need of capacity building (and may even be northern, rather than southern), while those most in need of capacity-building may initially be least able to secure support, administer grants, and produce intended outputs.
- Whatever the broader intellectual value of scaling-up, local researchers may be disinterested, and instead prioritize local and specific challenges. This is particularly true in conflict areas, where one's own (life-and-death) problems may seem much more important than generalizing one's knowledge for use by researchers and practitioners elsewhere. Donor efforts to encourage scaling-up may be seen (and even resented) by southern partners as an external imposition that diverts scarce local capacities away from more pressing issues.
- Local researchers may also prioritize local activities over thematic or regional networking, especially when (as is often the case in such contexts) the dynamics of local conflict are seen as unique and hence unlikely to benefit from insights developed elsewhere. Regional networking may also be a highly politicized and even controversial endeavour in areas where conflict itself is regionalized.
- Knowledge conveyance, in the IDRC sense, often involves a marriage of northern and southern researchers. At times, however, this can appear a forced or arranged wedding, with essentially northern projects seeking a southern face in order to secure funding. For southern partners, north-south linkages may also be seen as a way of securing future funding, with a resulting tendency to adopt the language and approach of donors so as to assure the necessary flow of resources.

It is clear from interviews with PBR staff, internal communications, and project documentation that they are generally aware of these pitfalls, and seek to minimize or avoid them.

### **3.5 Intellectual Directions**

As noted earlier, PBR's October 2000 *Program Initiative Prospectus* pointed to the Mine Action Program and its work on Peace and Conflict Impact Assessment as “flagship activities” that would strengthen its niche as a research donor. In the case of MAP (RP004380), the *Prospectus* appears to concur with the July 1999 external evaluation of PBR, which suggested that the Program could (with appropriate resources) serve to catalyze the development of a regional network that would emphasize best practices, as well as acting as a bridge between the regulatory (“ban”) and practical (“lift”) mine

action communities. In the case of PCIA, the *Prospectus* stressed the extent to which peace and conflict impact assessment ought to intellectually inform IDRC's own work as a donor agency (p. 7). The mainstreaming of PCIA approaches among IDRC partners was also stressed.

These objectives have not been met, for a variety of reasons. One major reason was the dislocating effect of institutional change associated with and staff turnover within IDRC itself. The PBR PI suffered an almost complete turnover of staff in late 2001 (see Annex IV). Although efforts appear to have been made to assure a smooth transition, PBR effectively lacked a team leader from September 2001 until February 2002, and then only had one part-time from February until September 2002. At the same time, new staff had to be hired and become familiar with their portfolios. Above and beyond this, the strategic vision that had been hammered out among former PI staff—which had encompassed such contentious issues as focus, purpose, support for northern versus southern projects and research agendas—had to be rethought by new personnel with new expertise and experience, in the context of what was already a dynamic and rapidly changing field of research and action. Furthermore, since they had not participated in its elaboration, they lacked “ownership” in the prospectus.

The decision to close the Regional Office for Southern Africa in Johannesburg in September 2001 came as a surprise to many of those affected, including both employees and partners. It also had profound effects on IDRC's local research linkages in that subregion. In the longer term, the closure of ROSA and PBR's subsequent acquisition of new program officers first in Nairobi (ESARO) and later in Dakar (WARO) has served to broaden the African horizons of the program initiative in a valuable and important way. However, the short-term effect of the IDRC restructuring was clearly disruptive, especially for the Mine Action Program.



Current and former IDRC staff note that MAP was an “opportunistic program.” They expected significant funding from DFAIT and other external donors and hoped to “leverage other people’s money to do interesting things”, but actual resources mobilized fell far below expectations. The program also struggled to find its *raison d’être*, a non-technical intellectual/research purpose and hence reason for IDRC engagement. Given the lack of resources, the departure of the project leader, the closure of ROSA (which managed MAP, while Ottawa-based staff were often not kept up-to-date) and the departure of the ROSA-based program officer (as well as the head of PBR), there was little interest, reason, or ability to keep the ambitious program going. One MAP sub-project, relating to ICTs, was devolved to IDRC-related Bellanet ([http://home.bellanet.org/activities.php?op=showactivity&act\\_id=51](http://home.bellanet.org/activities.php?op=showactivity&act_id=51)), but the rest was simply closed down.<sup>9</sup>

IDRC’s initial approach to PCIA, which drew on the lessons of gender and environmental impact assessment, often seemed better suited to integration into the programming cycle of more institutionalized (northern) donors than the activities of (southern) partners. Efforts in 1999-2000 to secure CIDA and other donor agency support for an IDRC-led PCIA project were unsuccessful, and also sparked debate within PBR over a “northern” versus “southern” PCIA focus.

This was followed by the establishment of a PCIA unit within PBR in 2000-2001 to promote southern involvement, facilitate global cooperation, and nurture a cumulative knowledge base. Efforts by the PCIA Unit to integrate a PCIA component into a program on land reform in Zimbabwe soon raised another set of challenges: local resistance by the southern partner, which felt that PCIA emphasized a northern focus on violence prevention (rather than issues of social justice); it was complex and cumbersome; and it generally distracted from the work that local parties wished to undertake. In addition, the local consultant hired by IDRC may not have been appropriate, and Canadian officials raised some concerns about the local sensitivity of the issue.

The PCIA Unit did engage in debate and discussion within donor networks (notably the Conflict Prevention and Post-Conflict Reconstruction Network of major northern and international donor agencies), and a PCIA website and discussion list was developed. By this time, however, the field was becoming crowded, as a growing number of researchers, NGOs, and donors turned their attention to conflict-sensitive development programming.

Following a review of progress in the field, and given PBR’s inability to secure major funding and cooperation from a donor agency, IDRC shifted its approach. In 2001, as the PCIA Unit wound down, PBR (and CIDA) began co-funding for a project (RP100226) by FEWER, International Alert, and Safer World to produce a resource pack on conflict-sensitive approaches to development. Initial exposure of the FEWER resources in Kenya and Uganda again revealed substantial southern concerns with the “user friendliness” and utility of the materials. PBR is also supporting a fuller field implementation and testing of PCIA tools in Sri Lanka (RP101528) by FEWER and the Sri Lankan Consortium of Humanitarian Agencies (CHA).

### **Box 1: A Brief History of PCIA at IDRC**

In the case of PCIA, staff changes also had an effect. However, IDRC programming on peace and conflict impact assessment was also affected by the intrinsic intellectual challenges and contradictions of the endeavour (Hoffman, Bush, et al, 2003; see also

<sup>9</sup> This paragraph draws in large part from interviews with Neclâ Tschirgi and Riff Fullan.

Bush 2003). IDRC's initial work on PCIA by Ken Bush (1998) had played a key role in highlighting the extent to which development efforts could have unanticipated negative effects on conflict, and pointed to the need for development programming to be sensitive to these effects throughout the programming cycle. Thereafter, IDRC's engagement with the issue has gone through several phases (see Box 1). Throughout, IDRC's PCIA programming has wrestled with a number of core questions:

- Should PCIA tools be aimed at (northern) donors or (southern) partners? Is the "impact assessment" model appropriate? What tools are needed, by whom, and for what?
- How are conflict, its causes, and its prevention, to be best understood? Is "conflict" always negative, or might an emphasis on "peace" merely perpetuate an unjust status quo?
- Is PCIA a northern imposition on already overtaxed southern partners? If it is, can it be justified nonetheless? How can southern perspectives best be integrated (and in that case, whose perspectives)? To what extent might PCIA implementation overwhelm southern capacities, and distract from primary objectives?
- What should IDRC's role in all this be?

With the current phase of PBR programming (Box 1), IDRC continues to provide intellectual input and feedback, but has clearly lost much of the intellectual leadership role it once had, or aspired to. As discussed in Section 4 of this evaluation, there are also some doubts as to the value of the project in its present form.

The shifts in PBR's engagement on PCIA over time have not been made casually, but rather have been shaped by practical (and often difficult) experience: the innate challenges of the issue; the limited ability of PBR to leverage greater interest (and financing) from other donors; external developments and work by others; staff turnover; and extensive internal debates among PBR staff over how the PI might make its most significant contributions. This evaluation does not question the attempt by PBR to pursue a leading role (through the PCIA Unit) on the issue, nor its subsequent shift to other, more modest, patterns of engagement. What is striking, however, is the extent to which *PCIA tools do not provide the procedural or intellectual framework for PBR's own programming in conflict areas. Moreover, there has been no real effort or success in "exporting" PCIA approaches to other IDRC PIs, many of which have substantial portfolios in conflict-prone areas.*

It is not clear why this is so. Within PBR, the particular skills and knowledge of program staff may obviate the need for formal or institutionalized PCIA procedures or training. However, this is less clear with regard to other PIs at IDRC. The sort of development research (by southern partners) supported by IDRC generally has fewer potential negative effects on local peace and conflict than large-scale development assistance by bilateral and multilateral aid agencies. However, the risk is not zero, and in this sense the failure of PBR to assess IDRC's own record and practices represented a lost opportunity to press

forward the PCIA agenda. Indeed, one would have expected that PBR might have assumed more of role as a “PCIA-evangelist” for the issue within the broader institution, paralleling the advocacy role many gender and environmental units have historically played within development agencies. Conversely, if PCIA has not been pressed within IDRC because it has little practical use, and hence no interest can be fostered among other PIs, this would put into question the entire purpose and value of the initiative.<sup>10</sup>

The gender issue is an interesting comparison point, because here PBR has a much more impressive record of advocacy and awareness-generation. The PI has clearly met the objective set forward in the last *Prospectus* to promote gender and social analysis in PBR-supported projects, and to promote capacities for such analysis among southern partners.<sup>11</sup> While not every project supported by PBR has included a substantive gender component, and not every attempt to integrate gender into research activities has been fully effective, many southern partners explicitly point to, and value, PBR’s intellectual engagement in this area—a point that will be highlighted in more detail in Section 4 of this report. PBR has also supported broader international dialogue on issues of gender equity and peacebuilding, including a workshop on the topic in Ottawa in November 2002.

In the post-2001 period, PBR has also devoted more critical attention to the notion of “peace” itself, both in internal discussions and in its support for critical reflections on the peacebuilding enterprise. This has been manifest, among other forms, in a valuable workshop on “What Kind of Peace is Being Built” in September-October 2002, as well as the publication of a workshop report and two discussion papers on that same topic in January 2003 (RP101281). Such discussions are especially important at a time when many of the presumptions of “traditional” peacebuilding approaches have been placed into question by a variety of factors:

- recurrent violence amid underlying injustice, and hence complex cycles of oppression, stability, instability, and armed conflict that defy the former categories of “conflict” and “post-conflict.”
- difficult questions about who benefits from peacebuilding, including problems of corruption, ethnic and class inequality, and effects on gender (in)equality.

---

<sup>10</sup> The objection can be raised that advancing a PCIA agenda within IDRC may lie outside PBR’s mandate, that PCIA methodology and tools were insufficiently developed for practical use, and that any PBR efforts to promote PCIA mainstreaming within IDRC would (in the absence of strong management support) have generated failure and resentment. While these are valid objections, it remains the judgment of the evaluation team that promoting the practical use of PCIA within IDRC would have been an extremely valuable exercise refining and reality-testing the approach, and that failure to do so has—so far—represented a significant lost opportunity.

<sup>11</sup> For an exceptionally lucid analysis of both the history and means of incorporating gender into the PI’s programming, see Reichrath (2002). Directly on point is RP101281, through which IDRC has supported ICRW’s drafting of a concise yet thorough discussion paper, “Gender Equity and Peacebuilding -- From Rhetoric to Reality: Finding the Way,” which explains in accessible language the significance of the political framework established by UN Security Council Resolution 1325 on women, peace and security (2000), and traces many of the ways in which gender is being (or could be) incorporated into international peacebuilding.

- the disappointing slippage of some post-war societies into quasi-authoritarianism after transitional elections.
- the uneven effects of globalization (both economic and ideological), and the socio-economic and cultural stresses it can foster.
- post-9/11 “war on terrorism,” and the rise of a Western “security agenda” that may compete with developmental, social justice, or other perspectives.
- a proclivity by the world’s only superpower, the United States, to often act in a unilateral matter.
- peacekeeping, peace enforcement, armed interventions outside the framework of the United Nations.

What then of the future intellectual direction of PBR? Ideas on this have emerged with the consolidation of a new staff (and team leader) in late 2001 and 2002, and were extensively and richly discussed by the team in its February 2003 meeting in Delhi. At that meeting, a series of valuable strategy papers addressed general challenges, as well as reflections of African, Latin American, Middle Eastern, and global programming. The outcome of these discussions will undoubtedly be reflected in the next PBR prospectus, and hence fall outside the mandate of this evaluation. Nevertheless, it is worth flagging several issues that arose in discussion, which underscore the (pre-existing) sensitivity of PBR staff to the issues raised in this assessment. Specifically, team members showed a keen understanding of the need to:

- Balance regional responsiveness and scope for innovative and opportunistic programming on the one hand, with the development of “critical mass” around some themes (or “clusters,” as termed in this evaluation) on the other.
- Develop global programming that addresses broad issues in peacebuilding in a way that remains true to IDRC’s southern orientation, is cutting-edge (without being faddish) and policy-relevant (yet challenges assumptions), and which promotes networking and scaling-up of local research and findings (while recognizing that southern partners may be disinterested in, or lack the capacity for, this).

### ***3.6 Monitoring and Evaluation***

PBR typically requires its partners to provide periodic financial and substantive reports regarding progress on intended research outputs. Partners are generally forthcoming with these, enabling PBR staff either to provide technical assistance or to suggest where assistance may be found. Where the scope of the research outputs changes as the project develops, PBR has shown itself willing to adapt and support its partners where warranted. An example of this is the CIRMA “Inter-ethnic Relations” project (RP100496, detailed in Annex II), which initially envisioned one book, but has resulted in six. When partners have been less than forthcoming when asked to explain delays—for example, the COMG

project (RP100501) “The National Budget and the Promotion of Mayan Identity”—PBR has wisely decided to refrain from allocating further resources. In other cases, PBR has used external evaluators to impress on partners the importance of timely delivery of research outputs, and to make itself aware of the factors that led to delays so that those may be taken into account and minimized in the future. This was the case, for example, in the FLACSO project on “Security and Defense Policy in Guatemala” (RP100648).

PBR’s “hands on” approach permits the PI to enhance the depth and quality of the research while monitoring its progress. For example, in the case of the “Biennial Report on the Implementation of the UN Program of Action on Small Arms” (RP101656), PBR aided its partners to develop analytic tools so that one of the key guidelines evolved from categorization of the types of relationships extant among stakeholders (states, civil society organizations and international organizations) into a more thorough-going inquiry into the evidence of partnerships between governments and civil society, as well as the evidence that participation in regional agreements has (or has not) affected progress in implementing the UN Program of Action on Small Arms.

At the end of the project cycle, PBR-supported projects are subject to Project Completion Reports, and in some cases additional internal or external assessment. PBR needs to assure that PCRs are completed in a timely fashion, and provide adequate and frank detail about strengths, weaknesses, and lessons learned. At the moment, some PCRs are little more than summaries of project outputs, while others are fuller and more critical appraisals. Because they are typically written within weeks or months of a file being closed, PCRs also provide little indication of the longer-term effects of a project, whether on research directions, capacity, or policy agendas. This is likely to be even more of a problem if they are completed in a timely fashion—thus suggesting the need to perhaps “revisit” selected PCRs (and hence projects) at a later date. Not only might this provide a better gauge of the downstream impact of projects, but any differences between initial PCRs and later follow-ups would provide useful insight into the PI’s evaluation procedures.

Additional internal and external assessments of particular projects have often been useful tools for identifying weaknesses, strengths, or potential follow-ons to prior work. Less formal internal PBR “think pieces” and hand-over notes, which reflect on the “state of the art” in key areas, have often been particularly impressive in offering a synthetic and holistic assessment of PBR performance (see, for example, Baranyi, Reichrath, and Pinkney 2001; Duggan 2002; Reichrath and Baranyi 2002; Schonwälder 2002). Finally, PBR has undergone one major external review before this one (Carment and Schnabel, 2001). While useful in general terms, this was largely a desk study of the program (then still in its early phases), and offered little in the way of specific evidence or critical assessment.

## **4.0 Findings: Results**

A much fuller evaluation of six representative PBR-supported projects is offered in Annex II. Here, discussion will instead focus on three key dimensions: some general impressions of project outputs across the range of PBR areas of programming; the

outcome and reach of PBR-supported projects, with particular attention to dissemination and utilization of results, capacity-building, networking, and policy-influence; and the contribution of PBR to encouraging critical and gendered social analysis.

#### **4.1 Overall Assessment**

Overall, the evaluation team was impressed by the quality of most of the PBR-supported projects. In many cases, PBR support had enabled southern researchers to address critical issues (sometimes under difficult local circumstances) in ways that generated new insight, fed into analytical and policy debates, and developed local capacities. The evaluation team was particularly impressed with the efforts of PBR to promote critical, gender-sensitive research.

#### **4.2 Outputs**

Many projects approved under the current *Prospectus* (since October 2000) have not yet been fully completed, so it is difficult to make any definitive pronouncements on their outputs. Nevertheless, a number of general observations can be made about broad patterns, as well as specific observations about particular projects. *It is important to recognize that any deficiencies reported below must be seen in the broader context of an overall strong PI with impressive results.* Intrinsic reporting biases in any evaluation process, however, tend to devote great attention to weaknesses than strengths.

- Overall, PBR's *African* programming has encountered more difficulties and disappointments than most of the portfolio, in part because of weaker local research capacities (outside South Africa). In addition, institutional change within IDRC caused dislocations. The closure of ROSA disrupted working relationships and caused confusion over the physical location of project files.) Delays in appointing a PBR program officer in Nairobi created a year-long hiatus. In some projects, publication appears to get cut or postponed to a planned future phase when projects run out of money, therefore missing a necessary activity for "closing the loop" (for example, RP100830). In a few cases, descriptions on project approval memos do not adequately justify funding. Other projects suffer from unclear utility of outputs or the selection of an inappropriate partner. For example, the NGO carrying out "Research and Development of a Culture of Peace Using Information and Communication Technologies" (RP100877) has a track record that is much more operational than conceptual and little or no ICT experience. RP100152 "Human Rights Capacity Building using ICTs" (to which PBR/IDRC contributed \$350,000): produced a CD-ROM that can presumably be a training tool, but it is not clear who will use do so or how, nor how they will be encouraged to do so. In RP004495 "Donor roles, recipient strategies and new policy agendas" (to which PBR/IDRC contributed \$400,000), the research's link to PBR is sometimes tenuous (for instance, the decentralization of water management or HIV/AIDS prevention). In a more extreme case, RP004607 "Disseminating Research Output on the Web" (to which PBR/IDRC contributed \$158,000), the main objective was to place on the internet documents from ROSA-based projects. However, this material is not available on the web—probably related

to the closure of ROSA. In any case, the activities would probably have best been published on the web by IDRC internally or through a contract with an IT company, not through a project with an academic research unit (the University of Natal's School of Development Studies). The two African in-depth case studies presented in Annex II have not yet produced their final outputs. Drafts appear to be on the right track, but their final quality will depend on revisions, and the projects are currently behind schedule.<sup>12</sup>

- PBR's *Latin American* regional programming has, in general, been perhaps its strongest. Despite most of the approved projects under the current prospectus being incomplete at present, several have generated impressive research products. Two cases in point are the CIRMA and CNPT case studies, detailed in Annex II. Another success story with respect to outputs is FLACSO (PR100648), which, despite considerable delays and the loss of its lead researcher, produced five widely accessible booklets on security sector reform. These were put through several reviews and edits to ensure their quality and accessibility. Judging from the result, the time taken for edits and revisions was well worth it. IEPADES (RP101067) is running behind schedule as it attempts to develop tools to monitor and analyze security and defense expenditures, and PBR is (appropriately) considering the use of an external evaluator to review the project. ICCPG (RP101471, "Judicial Observatory in Guatemala") is a relatively new project, but has already gathered a wealth of information regarding the characteristics and problems attending different aspects of the Guatemalan justice system, with particular emphasis on the difficulties endemic to trial proceedings (e.g., repeated adjournments resulting in the failure of witnesses to attend). Thus far ICCPG has used a methodology developed by the respected Chilean justice institute CEJA. Here, as with the IEPADES project, the idea is to develop a comprehensive methodology that will let civil society monitor and analyze a critical state activity – the operation of its justice system. A very capable research team is in place, and plans are already afoot to export the "Observatory" to other countries in Central America and beyond. For the anticipated methodology to be incorporated into an exportable (and portable) database system, further funding is likely to be required. This kind of research product is on the cutting edge of what peacebuilding must be about, once one recognizes that "peacebuilding" in many contexts is not so much about avoiding a return to war as it is about ensuring justice. Only good institutions can do that, and the best research products from this perspective are those which provide civil society with the means to acquire and analyze the knowledge necessary to participate in the ongoing construction and reconstruction of the state's institutions.<sup>13</sup>
- In the *Middle East*, performance has been satisfactory overall, and some of PBR's Palestinian partners in particular have undertaken work of extremely high technical

---

<sup>12</sup> These judgements are based on a review of the project documentation and outputs, as well as interviews with IDRC and project staff members.

<sup>13</sup> Findings with respect to each of the projects mentioned here are based on *in situ* interviews with project staff, consultation with non-project policy-makers and stakeholders in Guatemala, review of project outputs, interviews with the relevant PBR PO, and review of project documentation.

and intellectual quality despite extraordinarily difficult local conditions: violence, military occupation, curfews, mobility restrictions, and considerable political uncertainty. This is true, for example, of the ARIJ (RP101199) and PACT (RP101323) projects detailed in Annex II, as well as the work by the refugee advocacy organization BADIL (RP101493, RP101494). PBR has provided modest amounts of support to larger projects on Arab families (RP100942, \$11,000, and RP101270, \$17,400) and gender and citizenship (RP101065, \$19,341). IDRC's value-added, and the link to PBR's peacebuilding mandate, could be clearer in all three cases, although the relatively small amount of cofunding provided has allowed PBR to enhance its local engagement on issues of gender, violence, and conflict resolution at little cost. In the case of IDRC support for the HDIP project on health development in Palestine, it is difficult to untangle the specific project outputs related to IDRC support from the general research and advocacy activities of HDIP. Indeed, despite a project budget of \$166,200 approved by IDRC in February 2001, the otherwise extensive HDIP website (<http://www.hdip.org>) appears to have little or no information on the project or any mention of IDRC support.<sup>14</sup>

- PBR's *global programming* is difficult to assess, both because many projects have not yet been completed and because in many cases the purpose of the project is to permit PBR (and the broader research and practitioner community) to reflect on the nature and challenges of peacebuilding. Consequently, the "four-cornered outputs" typical of many projects—publications, papers, and so forth—are not what drive these. But there have been some excellent outputs produced already. One of these was generated by RP101281, "Gender Equity and Peacebuilding: From Rhetoric to Reality: Finding the Way." In addition to exploring the evolving intersection of gender and peacebuilding, the RP produced an excellent bibliography with the state-of-the-art grey literature on the subject. Another success story with respect to outputs is RP101656 on small arms. The overarching point to the project is to contribute to the development of the analytic and methodological tools that are necessary to monitor implementation of the UN's Program of Action (PoA) on Small Arms. The RP worked with many others to lay the foundation and groundwork for the 2003 Biennial Meeting of the PoA states. IDRC partnered with Biting the Bullet (a consortium of four UK research institutions), selected southern partners (e.g., the Arias Foundation in Central America and the Regional Human Security Centre in the Middle East), and with the International Action Network on Small Arms (IANSA), giving it the support of a transnational network of more than 500 NGOs. The material and intellectual contribution of the PI to these kinds of research outputs is especially valuable, since these outputs are necessary to shape policies that will have application in a wide range of contexts, and into the foreseeable future. The project's outputs and the multi-partner methodology that accompany them mark a laudable shift in emphasis from the "one big workshop/seminar/conference" approach (where many gather, some speak, fewer do much by way of follow up) to an approach that sees the

---

<sup>14</sup> These conclusions are based on interviews with PBR staff, field, telephone, and email interviews with ARIJ and PACT staff, review of project documentation and outputs, and significant prior knowledge of the work of ARIJ and HDIP in Palestine.



concrete institutionalization of peacebuilding as the best means to influence policy and strengthen the capacity of both southern partners and northern donors.

- IDRC support for peace and conflict impact assessment has already been discussed, in part, in Section 3.5 of this evaluation—largely in the context of the broad objectives set forth on PBR’s last *Prospectus*, as well as the intellectual evolution of the program. With regard to the actual outputs of the current IDRC- and CIDA-cofunded PCIA project by FEWER, Saferworld, and International ALERT (RP100226), a draft resource manual on conflict-sensitive development programming has now been prepared, following field consultations in Kenya and Uganda. This resource manual will then be field tested in a “national application” in Sri Lanka by FEWER and the CHA (RP101528). We, however, have serious reservations about the resource manual, at least in the version that was reviewed. Most of these concern the fit between the manual and its intended audience. If meant for southern NGOs, the manual needs to be written in a clearer and more accessible style, contain more in the way of examples, exercises, and training modules, and avoid swamping southern practitioners in the minutiae of northern and academic debates and policy processes. If written for use by bilateral and multilateral aid agencies and northern NGOs, some of the more basic material can safely be removed, while other issues (incorporating PCIA into project cycles and evaluation) may need fuller treatment. Overall, a more modular “toolkit” approach might have been more useful. Contact and resource information, for example, should be produced separately, to facilitate updating. To their credit, PBR staff are aware of these weaknesses, and have stressed to FEWER the need for the product to be “less academic and much more user-friendly,” with “more careful consideration to the packaging of this work” which will “allow the end user to draw from it what is appropriate to his/her individual learning needs and also signals that FEWER/IA/Saferworld want users to consider this a flexible toolkit.”<sup>15</sup>

Of the specific types of outputs envisaged in the *Prospectus* (pp. 11-12), *PBR has generally been very successful* in supporting activities that produce “local interpretation and analysis of events,”<sup>16</sup> encourage “development of research skills, project management and financial management at the local level,” stimulate the training of researchers in PBR work,<sup>17</sup> foster “new networks and strengthening of earlier ones,”<sup>18</sup>

---

<sup>15</sup> “IDRC comments on draft PCIA resource manual,” email from PBR to FEWER, 24 April 2003. PBR staff feel that our criticism of the draft resource manual is premature (IDRC PBR 2003, p. 6), and note that their partner organizations have agreed with IDRC’s suggestions to strengthen the project. The evaluation team continues to have doubts, however, that the current PCIA project will produce tools that will prove digestable or very useful for southern NGOs in the field.

<sup>16</sup> See, for example, RP100496 – Inter-ethnic Relations and Educational Reform in Guatemala, subject of a case study in Annex II.

<sup>17</sup> For example, RP101471 – Judicial Observatory in Guatemala – showcases an accomplished academic institution (ICCPG) training researchers and developing the research skills of young academics just recently engaged in systematic and purposive research on the justice system.

<sup>18</sup> For example, RP101067 (IEPADES – Analysis of the Security and Defence Budget) and RP100648 (FLACSO – Security and Defense Policy in Guatemala) were each undertaken by institutions actively involved in multisectorial roundtables struck to develop policy on security sector reform. RP100830 (CSVR – Southern African Reconciliation Study) created an enduring network of NGOs in five Southern African countries (see Annex II).

and enable dissemination of research findings through workshops and similar activities.<sup>19</sup> It has been somewhat less successful in two or three other areas:

- Although the *Prospectus* undertook to support the use of ICTs in promoting PBR work (p. 8), PBR projects in this area have been somewhat uneven (see, for example, comments on RP004607 and RP100152 above). Moreover, as discussed in Section 4.3 below, PBR's own use of ICTs to promote and disseminate its work has been less than ideal, in part because of what appear to be fundamental weaknesses in IDRC's own ICT strategy.
- In the *Prospectus*, PBR also pointed to the "creation of database[s] at the community and national level" (p. 12) as a desirable output. A small number of projects have involved something that might be considered to be a database (for example, RP101687 on Israeli settlements and the Palestinian refugee issue), but this has not been a common feature of projects, nor is PBR equipped to give technical advice on questions of database development, implementation and accessibility. It is not clear whether the former PBR team saw this as being an important objective, or had any strategy for linking database development to ICT usage. It is worth reiterating the importance of this less glamorous aspect of peacebuilding, however, since the institutionalization and exportation of certain peacebuilding methodologies (especially those concerned with monitoring state activity: e.g., RP101471 – Judicial Observatory in Guatemala; RP101067 -- Analysis of the Security and Defence Budget) will depend critically on having the technical wherewithal to build relational and flexible databases capable of storing and facilitating analysis of the relevant data. To the extent that the PI wishes to pursue peacebuilding that aims to provide reliable and ongoing analysis of complex data (such as justice system efficacy and security sector spending), it must ensure that either the Southern partner, IDRC itself or a third-party is prepared to do the technical work to develop databases and other aspects of the requisite ICT infrastructure. Without this capability in place, valuable methodologies with respect to monitoring state action (i.e., valuable PBR *research outputs*) will be forever in jeopardy of falling into disuse (or *ad hoc* use), since the Southern institution that houses the methodology will itself have only isolated paper records of its research findings, records which may require inordinate time and effort to analyze (if in fact those records ever see the light of subsequent analysis in the years after they are filed away). Further, the *scaling up* of such methodologies is severely limited without proper databases and ICT infrastructure, since there would be nothing effective with which to scale up. It may be possible to gather useful data by distributing to different regions within a country (or to different countries within a region), for example, manuals on how to monitor criminal trial procedures. But once

---

<sup>19</sup> Virtually every PBR project that has a concrete output as one of its objectives (e.g., a discussion paper, a book, a legislative proposal, pamphlets, exhibits, and so forth) also has workshops and seminars built into its methodology for purposes of both initial drafting and subsequent dissemination. Initial consultations with stakeholders contribute to the output's perceived legitimacy once it is produced, while dissemination through workshops and seminars help to maximize the project's reach. See the case study in Annex II on RP101068 (CNPT – Regularization of Land Tenure in Guatemala) and RP100830 (CSVR – Southern African Reconciliation Study) for evidence of the kinds of fruits this participatory approach may bear, notwithstanding the presence of challenges that are virtually inherent to it.

the data is gathered, it must be stored within a database if, for instance, inter-regional or inter-annual comparisons are to be made in a way that is practical and timely. The same may be said of *reach*: without storing data in a format and medium that is easy to access and query, researchers will be hard pressed to provide reports that otherwise could be tailored to address the needs and concerns of distinct constituencies.

- It is difficult to ascertain the extent to which many or most PBR projects have supported the training of “community representatives” in PBR work, another output foreseen in the *Prospectus*. Not surprisingly, southern researchers tend to be more educated and from higher socio-economic classes than the general population, while subaltern groups (almost by definition) are under-represented in research communities—and perhaps especially so in contexts of civil conflict. This relates to issues of reach and impact, discussed below.

### 4.3 Reach

In its 2000 *Prospectus*, PBR outlined in some detail (p. 11) the intended targets of its programming. These included:

- non-traditional researchers
- grassroots activists
- members of traditional local power structures
- local governmental authorities who lack knowledge and know-how to effect change
- formal research institutions and professional researchers
- opinion-makers and the media
- government policy-makers

In general, PBR projects have been better at reaching formal researchers, officials, and opinion leaders than grassroots activists, non-traditional researchers, and members of local power structures. As noted earlier, this is a challenge inherent in almost all research programming in developing areas.<sup>20</sup> There have been some notable successes, however.

---

<sup>20</sup> As PBR staff have noted, working with non-traditional researchers is both consistent with IDRC’s broad mandate to build southern research capacity, and promises to yield important and different perspectives in areas where poverty is endemic, or where violent conflict may have dissipated or destroyed more traditional, orthodox research institutions. However, working with non-traditional researchers and marginalized groups is highly demanding of staff time, and may not always cost-effective by standard IDRC measures given the staff resources required to disburse relatively modest funds to partners with only limited absorptive capacities. (IDRC PBR 2003). It should also be noted that, in conflict prone countries, “reach” should not be considered solely in terms of profile or IDRC name-recognition. On the contrary, it may be important that IDRC’s profile be low if PBR-supported policy research is to have maximum impact (and not simply be dismissed as “western-financed”).

Workshops conducted by the CNPT on land reform in Guatemala (RP101068), for example, brought in local researchers and grass roots activists, while many other projects—such as the PACT project on Palestinian adolescent trauma (RP101323, detailed in Annex II), “Resettling the Displaced [in Lebanon]” (RP101590), “Community Justice and Conflict Management in Colombia” (RP101749), and “Social Expenditures for the Development of the Mayan People” (RP100501)—address the situations of disadvantaged or marginalized groups, giving direct or indirect voice to those who often otherwise go unheard.

In terms of reach beyond the confines of the immediate target population, the two projects chosen as case-studies from Guatemala, RP101068 – CNPT and RP100496 – CIRMA, were selected as case-studies partly on the basis of their success in terms of reach, successes that are especially noteworthy given the controversial nature of their subject matter, land tenure and inter-ethnic relations respectively. The CNPT has done no less than developed a full-fledged legislative proposal regarding land tenure, the reach of which implicates every Guatemalan, but especially those who live in rural areas, the majority of whom are indigenous and poor. CIRMA has made a tremendous splash earlier this year with the presentation of its research results to a wide range of stakeholders and policy-makers (some 800-900 attended the presentation despite the fact that only 200-300 were formally invited). CIRMA intends to capitalize on this success by taking an interactive and comprehensive mobile exhibition of its results to various regional centres in 2004.

In recent years, the PBR programming in Africa has focused primarily on formal research institutions and professional researchers, often targeting government policy-makers either directly or indirectly. As mentioned above, it has concentrated on security sector. Staffing disruptions in the past have made proactive programming in Africa difficult. The Scoping Study on Peacebuilding and Reconstruction in Sub-Saharan Africa (whose draft report was available in time to be analyzed for this evaluation) will presumably identify possible new partners—and new types of partners—in a broader geographical basin. However, renewed staffing problems (namely the resignation of the ESARO-based PBR PO) will likely cause further disruptions and delays in cultivating new relationships. Of particular interest could be the issues of land tenure and refugees/internally displaced people, both crucial issues in Africa and topics on which PBR has had successful projects in other regions. Worth noting are two projects that PBR has funded in the past in the context of South Africa’s transition to democracy: RP003982 “Land Restitution: Forms of Compensation” (1998-99) and RP004608 “National Land Research Program” (1999-2001).

In the Middle East, the reach of IDRC programming is evident in the active engagement of local partners in public and policy debates, their participation in research networks, and the widespread dissemination and use of project outputs. This is particularly true in Palestine, where virtually every major NGO and research institute is aware of IDRC-

supported research efforts.<sup>21</sup> ARIJ's work in the areas of remote sensing and GIS (RP101199), for example, is used widely inside and outside the Palestinian territories. Illustrative of this, more than five hundred links to the ARIJ website can be found in an online search using Google. IDRC-supported capacities at ARIJ have contributed directly to local monitoring of the Israeli settlement expansion and the construction of the so-called "separation wall" by larger NGO consortiums like the Palestinian Environmental NGO Network (PENGON) of which ARIJ is a member.<sup>22</sup>

At the global level, PBR programming has shifted over the years from support for large northern-based research initiatives (such as the Wartorn Societies Project, RP or the International Peace Academy's work on the economics of conflict), to promoting greater involvement of southern researchers in such international projects, to helping southern partners formulate and articulate critical questions about the peacebuilding endeavour.<sup>23</sup> Ideally, such efforts come full circle, to reshape northern debates and policy development. The inclusion of "What Kind of Peace" as a plenary panel at the Seventh Annual CPCC/CCHS/DFAIT Peacebuilding Consultations in October 2003 is an example of such an effect.<sup>24</sup>

In seeking to maximize its reach, PBR (like other IDRC units) has a section of the IDRC website where projects can be described, and research findings be made available. With the globalization of information technology, making materials internet-accessible is of growing importance. It is true, of course, that global internet access is characterized by many "digital divides." Internet penetration remains limited in much of the developing world, especially within war-torn areas and authoritarian regimes. The poor, women, minorities, and other disadvantaged groups tend to have much less access than others. Nevertheless, over 190 million persons now enjoying internet access in developing countries in Africa (6.3 million), Asia (147.5 million), Latin America (33.4 million), and the Middle East (5.2 million) (Nua.com 2003). Consequently, an effective web-based dissemination strategy is essential.

To date, PBR has not utilized this technology to its fullest extent. Most (but not all) current and recently closed projects are listed on the PBR section of the IDRC website. As Table 1 shows, however, only about one-half of the closed projects have documents archived on the IDRC website, and few of the open ones have any. Most project descriptions do have links to the website of the partner research institution, which may (or may not) have project outputs available online. While such links are important, the

---

<sup>21</sup> This is the evaluator's impression, based on almost two decades of personal experience in research and policy development in Palestine. Reflecting its much smaller funding profile, PBR's reach is a more modest in other areas of Middle Eastern programming, such as Egypt and Lebanon.

<sup>22</sup> <http://www.pengon.org>

<sup>23</sup> With regard to the global portfolio, PBR staff note (IDRC PBR 2003) "the challenges the current team has faced in scaling up our program. In short, global programming until very recently focused on support to northern organizations rather than attempting to highlight/build synergistic analysis between regional programming portfolios, which almost exclusively support southern or southern located researchers. Nor has it for the most part focused on building our southern partners' capacities to intervene in global/northern debates on peacebuilding. In these respects, PBR is starting from scratch."

<sup>24</sup> <http://www.humansecurity.gc.ca/agenda-seven-en.asp>

volatility of the web means that there is no guarantee that materials available today will still be available (or at the same URL) tomorrow. PBR project information is placed onto the website in a somewhat ad hoc manner: sometimes a research officer or administrative support will do it, while at other times summer students will be assigned the task. Program officers generally do not put information on the web, due to time constraints.

	Challenges to Peace	Democratization	Human Security	Political Economy of Peacebuilding	Closed RPs	Open RPs	Total
none	4	11	14	10	11	28	39
one item	0	4 (all closed)	2 (all closed)	1 (open)	6	1	7
more items	0	0	2 (all closed)	3 (2 closed, 1 open)	4	1	5
Totals	4	15	18	14	21	30	51
<b>Table 1: Research Project Materials on PBR Website, September 2003</b>							

A number of other problems were also evident when web outputs were reviewed by the evaluation team in September 2003. A section of Bellanet devoted to Peace and Conflict Impact Assessment (<http://www.bellanet.org/pcia>) had not been updated since February 2001, although postings to the online discussion forum continue (at a trickle) until April 2003. The Bellanet homepage itself made no reference to hosting the PCIA site. Neither “Human Rights Capacity Building Using Information and Communications Technology” (RP100152) nor “Research and Development of a Culture of Peace Using Information and Communication Technologies” (RP100877) has any online products, reports or links. Another project—“New ICTs and Peacebuilding in Colombia” (RP100600), approved in December 2000—did have a web link to the partner institution, the Centro de Investigación y Educación Popular. However, very little information is available at that site, and none on the IDRC-supported project.<sup>25</sup> A front page *IDRC Reports* online article dated April 2003 and entitled “Colombia’s laptop warrior—Connectivity for Peace and Progress” made no reference at all to PBR or its support for a project on ICTs and peacebuilding in Colombia—perhaps also indicating a “lack of connectivity” between IDRC’s Institute for Connectivity in the Americas (ICA) and the PBR PI.<sup>26</sup>

By far the most serious problem, however—and one outside of PBR’s control—is IDRC’s general ICT strategy, and the design of its website. The flaws here are grave:

<sup>25</sup> PBR staff report that the full IDRC study has been available at the CINEP website since August. However, the CINEP main page (<http://www.cinep.org.co>) has been under construction for months, while the server on which the IDRC study resided (<http://www.ntci.cinep.org.co>) appears to be offline.

<sup>26</sup> PBR points to stronger collaboration with PAN Americas in this area.

- The PBR section of the website is extremely difficult to find. At the time of evaluation, it required clicking on the “research networks” link from the IDRC home page (<http://www.idrc.ca>), and then finding “peacebuilding” (in a rather small font, on a very large page).
- The IDRC search engine, while returning several hundred PBR-related pages, did not prioritize the main PBR page as its first selection. The IDRC search engine often returns pages from older versions of the website, or with broken links.
- Until this summer, IDRC apparently had no way of tracking usage of its web resources. Since July 16, 2003, a new module allows IDRC to determine how many times a particular topic or object has been retrieved or viewed during a month, or during a year. It will not, however, allow IDRC to determine where users are coming from—presumably a critical piece of information for an institution intending to be a knowledge conveyor to the south. Indeed, one of the present reviewers’ own small IDRC/EASF-supported website maintains more detailed site and access statistics than does IDRC.

Because IDRC webpages are dynamically served, they are not easily indexed by search engines. As a result, users attempting to find material online in the most usual way will not uncover materials on IDRC’s website. No attempt has been made, as far as can be determined, to use META-tags, key words, or other mechanisms for enhancing search engine “visibility.”

To illustrate the extent and severity of this problem, evaluators undertook a web search of the keywords “IDRC New ICTs and Peacebuilding in Colombia” (RP100600)—a process that ought to uncover the current PBR page describing the project. No search did, using the four largest search engines, accounting for over 90% of all online searches (see Table 2). Equally problematic, a Google search found a worldwide total of only 22 non-IDRC/Bellnet links to PBR’s homepage address/alias (<http://www.idrc.ca/peace>), a surprisingly low number.

The IDRC office in Johannesburg closed in 2001 and its domain name, <http://www.idrc.org.za>, has not been retained. Since at least eighty websites (including on IDRC’s server, e.g., [http://www.idrc.ca/cpf/50\\_contact.html](http://www.idrc.ca/cpf/50_contact.html)) provide links to the ROSA’s website, it would be useful, relatively simple and inexpensive to have it redirect users to a website for IDRC’s office in Ottawa and/or Nairobi.

Search Engine	Results
Google (32% of all web searches)	Two hits on outdated pages from the old version of the IDRC website, one hit on papers written by a PBR project officer. <i>No hits on project page.</i>
AOL (19% of all web searches, based on Google)	
Yahoo	One hit on outdated IDRC page, two hits on papers written by project officer. <i>No hits on</i>

(25% of all web searches)	<i>project page.</i>
MSN (15% of all web searches)	One hit on the recent <i>IDRC Reports</i> article on ICTs and peacebuilding (which makes no reference to PBR); two hits on pages from the old version of the IDRC website. <i>No hits on project page.</i>
<b>Source:</b> Search engine data from <a href="http://searchenginewatch.com">http://searchenginewatch.com</a> , as of May 2003	
<b>Table 2:</b> In Search of IDRC	

Commenting on the PI's use of web dissemination of PBR programming outputs, PBR staff note that program and research officers have little time to develop and implement an effective web dissemination strategy, given heavy workloads (IDRC PBR 2003). The allocation of dedicated time for dissemination might help to address this. However, no matter how active PI personnel might be in posting material to the web (and, at present, the extent and quality of PBR web pages seems at the very least equivalent to other IDRC programs), deficiencies in the current corporate implementation of the Centre's web presence would continue to render such material difficult to access and unlikely to show up in online research. While such issues are outside the mandate of this review, it does seem that an internal IDRC review of ICT strategy, and a more consumer-oriented service approach to PIs by IT staff, would help to dramatically augment the reach of IDRC programming.

It should be emphasized again that this evaluation report places great emphasis on ICT issues because the evaluators believe that the internet may well be the single most effective means for disseminating IDRC-supported research. However, there are other aspects of the issue. Translation is one, with language barriers sometimes representing a substantial inhibitor to efforts to "scale up" and disseminate local research finds. This is especially true for efforts to include Latin American work in global programming (IDRC PBR 2003), and PBR indicates its desire to translate more key outputs from Spanish to English/French (and vice-versa).

Another major aspect of reach concerns the influence of IDRC-supported research on the general scholarly literature, both southern and northern. This is enormously difficult to assess. PBR in particular supports a wide array of projects in very different thematic fields: rule of law, democratization, gender, negotiations, violence, land reform, education policy, ethnic conflict, urbanization, refugees, political economy, state-building, civil-military relations, adolescent trauma, and many others. The conflict-related work that PBR supports, in turn, only represents a fraction of what are much larger research fields, embracing a wide variety of national and social contexts. To fairly and usefully assess PBR's work in relation to any one of these areas—say, for example, democratization—would require far more pages (and time) than this evaluation allows. Instead, the evaluation team is able to offer the general quality of PBR project outputs (as discussed elsewhere in this evaluation) as evidence that the IDRC has had as much effect



as it can reasonably hope to have on the intellectual development of these broad scholarly fields.

#### **4.4 Outcomes and Impact**

According to its current *Prospectus* (p. 12), PBR programming aims to achieve several related outcomes:

- improved communication and information-sharing among peacebuilding stakeholders, including local communities, official and NGO practitioners, policymakers, and researchers.
- strengthened local capacities, including improved research and management capabilities.
- policy shifts aimed at pushing forward a peacebuilding agenda
- greater participation of women and marginalized groups in analysis, formulation, and implementation of peacebuilding and reconstruction work. Greater attention to gender issues within peacebuilding more generally.
- mainstreaming of peace and conflict impact assessment in development programming.

In general, PBR programming has achieved the first four objectives, usually to an impressive degree. PBR has been particularly effective in its support for gender inclusion and gendered analysis in the peacebuilding research it has supported in some regions (Latin America, the Middle East) and in its global programming, but less so elsewhere (Africa).<sup>27</sup> By contrast, it is harder to assess the impact of its work in the mainstreaming of PCIA approaches.

- In *Africa*, PBR has promoted new partnerships in subregions, encouraged new networks of academic and non-governmental institutions, and strengthened and/or expanded existing networks. This was often mentioned as one of the most important and lasting outcomes of IDRC support, often facilitated by workshops or conferences. The Southern African Reconciliation Study (RP100830), for instance, created a working relationship among NGOs in five countries. They will continue to work together even after their IDRC-funded project is completed. Most of the PBR-related networking has not been formalized, involving instead contact among researchers and practitioners that share common interests (rather than formal associations). A few IDRC partners participated in workshops and commented on draft documents for other IDRC partners, without formally being involved in the other project. This is

---

<sup>27</sup> The specific regional and global findings reported here are based on multiple interviews with PBR project staff, the responsible PBR PO, many interviews with non-PBR project policy-makers and stakeholders. (These are listed in Annex I, under “Interviews Conducted.”) The conclusions of the evaluation team are also based on reviewed of project outputs, and related materials.

most notably the case in security sector reform. There exists an as yet unrealized potential for such networking with non-African actors, for example, Latin American IDRC partners who also work on security issues (though language would be an impediment). The project on defence sector budgeting (RP100870) is planning to invite some of IDRC's Central American partners to help develop the next phase.<sup>28</sup> Research and management capacities for PBR work have been strengthened, although unevenly: some of the research work for the Southern African Reconciliation Project (RP100830), for example, was actually undertaken by interns/volunteers from Canada and the United States. Likewise, in RP100692 "Good Governance and Security Sector Reform" (see Annex II), most of the handbook drafting and editing has been undertaken by a US citizen, whose participation was excluded from the IDRC-funded component because she is based at a Northern institution. Nonetheless, this project has facilitated important links among security sector actors across the continent. It is difficult to identify concrete cases where IDRC-supported projects have concretely influenced policy, but one must be realistic about the many impediments to policy change, particularly in Africa.<sup>29</sup> The opportunities for impact would be substantially increased if more emphasis were placed in output dissemination, emphasizing innovative ideas and strategies. This would require greater involvement of PBR staff and, most likely, additional resources.

- In *Latin America*, PBR-supported projects have contributed substantially to dialogue and communication, as noted in the case studies presented in Annex II. PBR continues to try to get partners working in the same areas to collaborate with one another (for example, IEPADES with FLACSO). However in practice there is a tendency by local actors to self-promote at the expense of collaboration. A noteworthy exception to this is CNOC joining forces with the CNPT, given the different (and often competing) constituencies of the left that they have historically represented. PBR has also strengthened the capacity of its partners in a number of ways. First, it has strengthened partners' capacity to conduct research. It has played a particularly significant role in this respect with its support of the CNPT, a group of researchers who have largely taught themselves—with PBR accompaniment and support—the complicated substantive and legal material necessary to draft a legislative proposal concerning land tenure. Second, where PBR has partnered with established and well-recognized research institutions (such as CIRMA or ICCPG), their research capacity has been strengthened through new hires or through the development of materials that could not have been developed but for PBR support. Where the research capacity of the institution may not appear to have benefited from PBR support (as seems the case with FLACSO and IEPADES), this has been due to factors beyond PBR's control, such as researchers leaving the partner institution before the project has been completed. Third, PBR has generally strengthened the capacity of its partners to facilitate and engage in ongoing policy dialogues with the wide range of constituencies involved in its programming areas. FLACSO and IEPADES, for example, have each been pivotal in organizing and participating in

---

<sup>28</sup> Gerd Schönwälder, personal communication, 5 August 2003.

<sup>29</sup> Policy impact has been much stronger in the Middle East and Latin America, hence this review's generally positive evaluation of PBR performance in this regard.

semi-institutionalized roundtables which bring together civil society organizations and state officials to discuss security sector reform. Participants in these forums (at least in the case of FLACSO) have in turn commented on how their ability to engage security issues constructively has been strengthened by the research and dialogue efforts of PBR's partners. As for the policy impact of PBR-supported work, again one must be aware of the difficulties of achieving policy change. It is clear, however, that in each of the principal areas in which PBR programming has focussed (educational reform, land tenure reform, justice sector reform, and security sector reform), there is at least an openness (if not acceptance) to the kinds of policies being advocated. There is continued, if halting, movement toward a general acceptance of (i) ethnic and linguistic pluralism, (ii) the need for a public law regime to deal with land tenure and the conflicts related to it, (iii) the need for transparency and efficiency in the justice system, and (iv) the idea that civilians rather than the military ought to be in charge of public security. While it may take far longer than hoped for this general acceptance to crystallise in concrete legislative and policy reforms, the engagement of PBR's partners with state actors and the political process is encouraging.

- In the *Middle East*, PBR support for ARIJ (RP060075, RP100598, RP101199) stands out as an exemplary case of both widespread information sharing and capacity building. ARIJ's work has been widely disseminated and utilized both inside and outside the region, notably through its website (<http://www.arij.org>), which has received over 3.6 million hits, and which serves over 1,000 pages per day to visitors. As is evident in the case study presented in Annex II, ARIJ staff themselves underscore the very considerable contribution of IDRC support to both the technical development of their programming (notably the development and use of GIS systems) and to the inclusion of social analysis and somewhat greater gendered perspective in their analysis. The PACT project on adolescent trauma (RP101323, also detailed in Annex II) illustrates the many ways in which PBR-supported research can also be policy-relevant and action-oriented. In this case, the Palestinian Ministry of Education has been very interested in the project and its findings, and was extremely cooperative in the administration of the survey. Both the Palestinian (ICPH/Birzeit University) and Canadian (SPEG/Queen's University) partners have expressed their desire to use the project's findings to help develop appropriate intervention strategies for dealing with traumatized youth. In the case of the Shaml Palestinian Diaspora and Refugee Centre, support from PBR (RP100300) as well as by the IDRC-managed Expert and Advisory Services Fund has been important not only to Shaml's research activities, but also has played a key role in facilitating the dissemination of Shaml's work through both local workshops and its participation in international conferences. Both PBR and MEI worked with Shaml on the convening of a workshop in Ramallah, Palestine in October 2002. Despite being held under Israeli military occupation and during a curfew in Ramallah, the workshop was very successful in opening a dialogue among Palestinian officials, NGOs, and civil society on the very sensitive issue of refugee absorption in the West Bank and Gaza. The same collaboration between PBR and MEI is evident in RP101687, which explores how the housing stock of evacuated Israeli settlements might be used to facilitate refugee repatriation. Here, PBR faced a difficult trade-off: while the issue had been explicitly identified by the Palestinian

Authority as a critical area for research, the NGO best suited to do so (the Foundation for Middle East Peace) is northern rather than southern. In this case, PBR (wisely, in this case) opted to maximize policy effect and dissemination over southern partnership, but has emphasized the need for FMEP to produce a product that will be of lasting value to Palestinian stakeholders, both physically (a database of Israeli settlements and their main characteristics) and methodologically.

- Finally, with regard to PBR's *global* programming, the nature and scope of outcomes vary significantly from project to project, but can be seen as considerable in the cases of RP100325 and RP101656 in particular. Information sharing was the impetus behind RP100869, which involved translation of a significant research output into French. While almost all global programming has contributed to capacity-building through strengthened research and management capabilities, sometimes such capacity has been built at the northern, rather than southern level. Thus, while 12 southern researchers participated in RP101656 (small arms), and southern researchers were also prominent in RP100324 (democracy and inequality), others such as RP101281 (gender) have seen the work done primarily by a northern institution (ICRW). However, there are clearly defensible grounds for doing so, especially given the aim of producing cutting-edge and provocative work that might inform global debates within both north and south. With regard to the policy influence of PBR-supported work, such influence is difficult to determine at present, since such influence may only take place over an extended period of time as new ideas and perspectives enter policy debates. In the past, however, PBR's support for work on such issues as peace and conflict impact assessment and economic agendas in civil wars (RP100137, RP100829) has clearly helped to propel important issues onto policy agendas. In the case of programming undertaken under the current prospectus, work on the UN Program of Action on Small Arms (RP101656) should help maintain policy attention and momentum for change on this important issue.

#### **4.5 Critical and Gendered Analysis**

As has already been noted several times, PBR has strongly emphasized the need to mainstream gendered analysis in peacebuilding and reconstruction work. It has also emphasized the need to strengthen the voice and participation of other marginalized groups, and to support critical analysis which addresses some of the northern presumptions of the peacebuilding enterprise. In all three of these areas, PBR has sought to encourage more nuanced and sensitive analysis in a field where presumptions are often implicitly imposed from the outside-in and top-down.

With regard to gender, the overall record has been outstanding.<sup>30</sup> Not only has PBR supported numerous local projects with an explicit gender focus (for example RP101281

---

<sup>30</sup> PBR staff attribute this to several factors (IDRC PBR 2003). First, PBR's team leaders have both been highly supportive (if not directive) of bringing this focus to bear in PBR's programming. Second, PBR program staff possess high levels of capacity in and commitment to this area, and have been equipped to support their partners in adopting gender analysis. Third, IDRC senior management has been extremely supportive of program initiatives adopting gender analytical approaches in their work. PBR has favoured

and RP100879 on gender equity and peacebuilding; RP101270 on the Arab family; RP101493 on Palestinian refugee women and children; RP101065 on gender and citizenship; RP100965 on gendering the Colombian peace process; and RP100833 on Guatemalan women's associations—among others), but it has also worked closely with local partners to introduced gendered analysis into projects that may have lacked this component at the outset. This is particularly true in PBR's programming in Latin America and the Middle East. In Africa, the mainstreaming of gender analysis has been rather less effective. Some partners, such as CSVR, already identify gender as an area of interest, but even they have trouble integrating it into their work. For their partners in the subregion, it is difficult to find/develop skills and create a commitment in this area. Consequently, in most cases there is little contribution to greater understanding of gendered perspectives. It should be noted that PBR funded small stand-alone (Canadian) projects on Somali women (RP004636, RP100045), and a small review of gender and violence research in South Africa (RP100203) but otherwise has no gender-focused projects in its Africa portfolio.

With regard to other marginalized stakeholders, PBR has again supported an array of projects addressing groups ranging from refugees (RP101493) and stateless persons (RP100300) to indigenous populations (RP100501, RP100690), to youth (RP101323), among others. It has also worked with southern partners to encourage methodologies that are sensitive to social class, age, gender, and other social variables, as illustrated by PBR's work with ARIJ and the consequent integration of greater social analysis in the second phase of its land use studies (RP101199). In some cases—including that of ARIJ—the methodologies and analytical approaches adopted could be strengthened. Nevertheless, PBR deserves (and indeed, receives from its partners) significant praise for encouraging such a broadening of research perspectives in the Middle East and Latin America.

One area that has not received much attention from PBR—or, indeed, the peacebuilding research donor community as a whole—concerns the ethics of research programming in conflict-prone areas and among weak and disadvantaged communities. Current IDRC procedures consist of a box on the project approval document that asks if ethical issues in research have been adequately addressed.<sup>31</sup> This falls considerably short of the

---

gender analysis on substantive bases, rather than on equity/equality arguments. This means that although it has supported women- and rights-focused projects, its has also supported gendered analysis of broader issues. Such an approach to gender analytical capacity building is has required time-intensive investment on the part of the program officers, however. PBR staff warn that, to the extent that labour-intensive approaches to programming find less corporate support within IDRC, it is reasonable to expect that the willingness of program officers to engage on building this capacity amongst IDRC partners will diminish.

<sup>31</sup> **Ethical Considerations (MANDATORY FOR ALL PROJECTS):** state whether ethical considerations arise in the case of the project or not, indicate if any surveys will be undertaken during which personal or confidential information will be collected, state whether approval has been given to the project by an ethics review body in the recipient institution, describe any medical procedures that are invasive, describe any treatment or medication that is being provided in the project and whether it is standard in nature, describe any methodology that may give rise to ethical issues, such as the administration of placebos in health projects or the use of control groups, state whether any procedure will occasion pain, suffering, or death to animals, state whether those participating in the project risk economic loss by doing so, and in all cases, justify aspects of the project raising ethical issues.

procedures that Canadian academic researchers are required to satisfy under the terms of the *Tri-Council Policy Statement: Ethical Conduct for Research Involving Humans* (<http://www.pre.ethics.gc.ca>), and through the approval processes required by university research ethics boards. Put bluntly, sensitive IDRC programming in war zones requires less substantive (and outside/independent) evaluation on research ethics grounds than does most graduate student social science thesis research at a Canadian university.

This is not to say that PBR ought to adopt the Tri-Council guidelines, which many researchers find problematic, especially in southern field contexts. Nor is it to suggest that PBR projects have encountered serious ethical problems, or that PBR staff have been less than diligent in their screening and evaluation. However, some attention to this issue is appropriate, especially given turn-over in PBR staff (and the need to train new personnel in this area), and IDRC's corporate practice of splitting program officers across multiple program initiatives (each of which may involve rather different ethical issues). In response to this evaluation, PBR staff have indicated the desirability of addressing peacebuilding ethics, highlighting the challenges of programming in contexts of violence, considering the operational requirements for work in such areas, and considering lessons learned and possible best practices (IDRC PBR 2003). Such an effort would not only benefit PBR (and programming by other IDRC PIs in conflict-affected areas), but might also represent a substantial contribution to a needed global debate within the peacebuilding community.

Indeed, as discussed earlier in this report in Section 3.5 on intellectual directions, the current PBR team has placed growing emphasis on raising critical questions about the presumptions, successes, failures, and interests involved in the peacebuilding enterprise. To date, such questions have generally been raised at an exploratory level in global programming, and not necessarily at the level of the entire PBR program portfolio, nor in the input of PBR staff into the development of each and every potential research initiative by southern partners. Nonetheless, if outputs in this area prove as significant and sustained as PBR's engagement on gender, significant influence on peacebuilding policy debates could be anticipated.

## **5.0 Findings: Strengths and Weaknesses**

The final task that the evaluation team was asked to undertake was to assess the strengths and weaknesses of PBR's approach and strategies in relation to the current state of the peacebuilding field. Much of this question has already been addressed: this evaluation has found PBR's programming portfolio to consist of a broad array of quality programs, which are usually responsive to local needs, connected to broader debates, and/or raising new and important questions about the peacebuilding enterprise itself. PBR has clearly established itself, in the minds of the overwhelming majority of its southern partners, as helpful but not patronizing, able to offer not only financial support but also intellectual input into projects. One project director perhaps paid the PBR staff the ultimate complement: PBR, it was suggested, was not so much a donor but "one of us," a participant in the local research (and action) community.

Much of this has to do with the very high quality of PBR staff. Conversely, several (although not all) of the weaknesses that can be found in the portfolio of PBR-supported projects are related to staff turnover and institutional change. Local partners frequently identify such dislocations as one of the primary deficiencies of IDRC support. Though the transition was sometimes difficult, IDRC and its partners have adapted well to the new arrangements.

Workload issues have not been substantially assessed in this evaluation, both for reasons of review mandate and limited analytical resources. Nevertheless, it is important to note that many PBR staff feel that current workloads threaten their ability to deliver the sort of quality programming that they wish to undertake. There is also a concern that the need to “do more with less”—and hence the implicit pressure to support fewer, larger-budget projects with high-capacity partners, instead of a smaller, labour-intensive projects with weaker partners in greater need of advice, input and capacity-building—will divert PBR from its intent to work as close as possible to the southern grassroots, subaltern groups, and voices otherwise not heard.

PBR’s *de facto* (if not entirely “*de prospectus*”) strategy of not being excessively bound by narrow themes, supporting a broad range of innovative and worthwhile projects, and building on research clusters as they emerge, has proven generally successful. In some regions, networking has proven effective, although less so elsewhere—as much a function of issue, geography, and politics as it is of PBR initiative. There are potential drawbacks to a broad spectrum of programming, including dispersion of effort, potential isolation of some projects, and difficulty in presenting the program and raising its profile. However, it is not suggested that PBR abandon all sense of thematic priorities, but rather that it supportive a range of promising and innovative initiatives while remaining alert to the desirability of developing critical mass in important areas. It is important that the next PBR prospectus develop a vision (both procedurally and strategically) on how this can best be done.

Issues of thematic spread also relate to questions of optimal project sizes and mixes. PBR grants vary considerably in magnitude, from \$11,000 (RP100942, the Arab Families Working Group workshop) to \$448,610 (RP101642, on peace and democratic consolidation in Central America) during the period 2000-03, with most above \$100,000. The evaluation team sees no particular reason the change this mix. On the contrary, both small and large grants have their virtues. Small grants are best suited to experimentation, pilot-projects, and southern partners with weak initial capabilities and absorptive capacity. Larger grants are useful for buttressing major initiatives, building on the capacities of established partners, and scaling up finding to a cross-national or global level. PBR should continue to swim at both ends of the pool.

As previously noted, dissemination and scaling up activities are adequate, with the notable exception of PBR and IDRC’s own ICT strategy. Here, there is a great deal that should and must be done. It needs to be done, moreover, at the corporate level, in such a way as to empower PIs like PBR to reach the broadest possible client base in the most efficient ways. As part of this, IDRC (and its PIs) need to be equipped with the

monitoring tools that would enable effective assessment of web-based dissemination of IDRC's research outputs.

Particular praise is due to PBR for its tireless efforts to promote gender and social analysis in research projects, and to do so in such a way that local partners see the value in this. Again, doing this requires that local partners see the value-added of intellectual engagement with PBR staff, and that staff have the skills and training to engage partners on these issues.

The PCIA issue has fared less well at IDRC. Once a central part of its programme strategy, IDRC has lost its intellectual leadership on the issue (in large part for reasons beyond its control). PBR's failure to explore the uses and drawbacks of a PCIA approach within the IDRC setting itself was a significant strategic failure.

There can be little doubt that PBR's work is important, given the human and other costs of civil conflict. Its partnership is in high demand among southern researchers, and its collaboration with northern research institutes and other donors has helped to propel forward thinking on a range of important peacebuilding issues. At its 2003 team meeting in Delhi, PBR staff showed a keen understanding of the strategic programming challenges faced by the PI, as well as the sorts of approaches that might best advance the action-oriented, southern-focussed research mandate of the programme initiative.

One of the challenges that PBR will face as it does this, however, is how to maintain its profile in global intellectual and policy debates—many of which tend to occur in the north—while most of its time and resources are devoted to southern partners and often rather local initiatives. In the past, PBR has sometime heightened its profile by “buying into” large predominately northern projects, such as the Wartorn Societies Project and the International Peace Academy's work on economic agendas in civil wars. However, this approach also risks IDRC becoming just another northern think-tank/research donor. A better expression of IDRC's (and PBR's) mandate is to further refine its role as a “knowledge conveyor,” making sure that southern researchers and research perspective and heard in northern fora, and equally making sure that northern debates filter down (or reach across) to local research institutions in Africa, Asia, Latin America, and the Middle East. In framing its next Prospectus, the PBR PI will need to think carefully what tools—travel support, workshops, internet dissemination, or other modalities—might best achieve this.





## **ANNEX I: Sources Consulted**

### ***Major Documents (selected)***

Alma, Eileen. *IDRC and PCIA: Addendum to Handover Note*. Ottawa: IDRC, December 2002.

Applied Research Institute—Jerusalem. *First Interim Technical Report, January 25 2002 to 24 July 2002* (24 July 2002).

Applied Research Institute—Jerusalem. *Second Interim Technical Report, 25 July 2002 to 24 January 2003* (24 January 2003).

Applied Research Institute—Jerusalem. *Questionnaire: Impact of Urbanization on Palestinian Local Communities*. c May 2003.

Baranyi, Stephen; Reichrath, Silke; Pinkney, Irina. *Fostering Research for Peacebuilding in Guatemala, Central and Colombia: A Review of the IDRC Record, 1998-2001*. August 2001.

Boyce, William; and Giacaman, Rita. *Research Proposal: Palestinian Adolescents Coping with Trauma (PACT)*. 6 March 2002.

Brynen, Rex. *A Very Political Economy: Peacebuilding and Foreign Aid in the West Bank and Gaza*. Washington DC: United States Institute of Peace Press, 2000.

Brynen, Rex. "Aid Coordination and Management During the Intifada (Review)," World Bank, 24 July 2003.

Buford, Warren. *SARP Reparations Focus Area Report*. Draft, CSV, 4 July 2003.

Burone, Frederico. . *IDRC in Latin America and the Caribbean: Report to the Board of Governors, 17-18 October 2002*.

Bush, Ken. *Hands-on PCIA*. October 2003.

Carment, David; and Schnabel, Albrecht. *Building Conflict Prevention Capacity: Methods, Experiences, Needs*. PBR Working Paper 5. Ottawa and Tokyo: IDRC and United Nations University, June 2001.

Centre for Democracy and Development, Institute of Security Studies, and Centre for International Policy. *Security-Sector Transformation Handbook*. Draft, July 18, 2003.

Centre for Human Rights and Reconciliation, *Malawi Country Report: The Process of Transition and Reconciliation*. Draft, July 25, 2003.

Duggan, Colleen. Database Report. June 2003.

Duggan, Colleen. *Research for Peacebuilding in Latin America: Opportunities, Challenges and Prospects for Future Program Development 2002-2003*. April, 2002.

Duggan, Colleen. *Supporting Research for Peacebuilding in Latin America: Strategy for 2003-2004 (draft)*. February 2003.

Freeman, Constance, and Gilles Forget, *IDRC in Sub-Saharan Africa: Report to the Board of Governors, October 17-18, 2002*. September 2002.

FEWER/International Alert/Saferworld. *Conflict Sensitive Approaches to Development, Humanitarian Assistance, and Peacebuilding*. newsletter and web materials (<http://www.fewer.org/pcia/>)

Gaigals, Cynthia; with Leonhardt, Manuela. Background Paper for the Consultative Meeting on Integrating Peace building and Conflict Prevention into Development Practice: Toward a Global Applied Research Network. International Alert and Saferworld, November 2000.

Gillies, David; and Klepak, Hal. *Knowledge as Peacebuilder: An External Review of the Peace Building and Reconstruction Program Initiative*, 1 July 1999.

Hoffman, Mark; Bush, Ken; Feyen, Christoph; Gsaenger, Hans; Leonhardt, Manuela; Ross, Marc Howard; Rothman, Jay. "Peace and Conflict Impact Assessment, a Dialogue Article," *Berghof Handbook for Conflict Transformation*, accessed at <http://www.berghof-handbook.net/cf.htm> on 28 August 2003.

Igreja, Victor. "*We need bread and butter*": *Demobilized Soldiers and Reintegration and Reconciliation Initiatives in Mozambique, Namibia, South Africa, Zimbabwe and Malawi*. Draft, July 2003.

Institute of Community and Public Health, Birzeit University and Alpha. *Questionnaire: Youth in Exceptional Circumstances*, c March 2003. (English and Arabic versions).

Interagency Panel on Research Ethics, *Tri-Council Policy Statement: Ethical Conduct for Research Involving Humans* (August 1998), at <http://pre.ethics.gc.ca/english/policystatement/policystatement.cfm>

IDRC EU. *Evaluation Unit Comments on Draft External Review Report for PBR*. Ottawa, October 2003.

IDRC PBR, *SALAMA: Southern Africa Landmines Assessment, Monitoring and Information Initiative*. Proposal, September 1998.

IDRC PBR. *Program Initiative Prospectus Phase II: Peacebuilding and Reconstruction (PBR) 2000-2004*. October 2000.

IDRC PBR. *Request for Board of Governors Approval to Proceed to Phase II*. October 2000.

IDRC PBR. *Minutes of PBR PI Team Meeting*. Palestine, 9-15 April 2001.

IDRC PBR. *Minutes of PBR PI Team Meeting*. Ottawa, 13-17 August 2001.

IDRC PBR. *PO Trip Reports*. Various.

IDRC PBR. *Work Plan, FY 2002-2003*. Ottawa, April 2002.

IDRC PBR. *What Kind of Peace is Being Built? Reflections on the State of Peacebuilding Ten Years After the Agenda for Peace*. PBR Working Paper 7. Ottawa:, January 2003a.

IDRC PBR. *Minutes of PBR PI Team Meeting*. Delhi, 24-28 February 2003b.

IDRC PBR. *PBR Comments on Draft External Review Report for PBR*. Ottawa, October 2003c.

IDRC PBR PCIA Unit, "Proposal to the Canadian International Development Agency Peacebuilding Fund and DFAIT Peacebuilding and Human Security Division: Conflict Prevention through PCIA Country-Level Applications and Network Expansion, 2001-2002.

IDRC Programs and Partnership Branch. Programs and Partnership Branch *Management Comments on Draft External Review Report for PBR*. Ottawa, October 2003.

Juergensen, Olaf. Mine Action Program Interim Report and Prospectus. 9-16 April 2000.

Juergensen, Olaf. Mine Action Program Prospectus, 2001-2002. 27 March 2001.

Khan, Abdur Rob. *IDRC—PBR Peacebuilding Scoping Study in South Asia*. February 2003.

Klepak, Hal. *Evaluation Report: FLACSO Guatemala Security Reports*. Ottawa, December 2001.

Koros, Michael. *Draft Report: Consultative Meeting on Integrating Peacebuilding and Conflict Prevention into Development Practice: Toward a Global Applied Research Network*. IDRC, International Alert, Saferworld, November 2000.

Maina, Wachira. *Concept Note for Scoping Study for PBR in ESARO*. 2003.

McGurk, Stephen; and Finan, Roger. IDRC in Asia: Report to the Board of Governors, 17-18 October 2002.

Nhira, Calvin. Internal Evaluation Report: 96-8904 Angola Small Grants Fund, IDRC, November 30, 2000.

Nua.com. 2003. "How Many Online?" Data for September 2002, accessed at [http://www.nua.com/surveys/how\\_many\\_online/index.html](http://www.nua.com/surveys/how_many_online/index.html) on 29 August 2003.

Pattugalan, Gina Rivas. *Exploratory Study on Peacebuilding in Southeast Asia*. 11 February 2003.

Peace and Conflict Impact Assessment (PCIA) website, at <http://www.bellanet.org/pcia/index.cfm>, accessed on 28 August 2003.

Rachad, Eglal. *IDRC in the Middle East and North Africa: Report to the Board of Governors, 17-18 October 2002*.

Rachad, Eglal. *Nature and Structure of IDRC Programming in Palestine*. 24 February 2003.

Reichrath, Silke. *Approaches to Gender in PBR Programming*. May 2002.

Reichrath, Silke; and Baranyi, Stephen. *IDRC and PCIA: Retrospective, Update, Perspective, and Options* (confidential draft). Ottawa, June 2002.

Rojas, Cristina; and Caro, Elvia. *Género, Conflicto y Paz en Colombia: Hazia una agenda de investigación*. PBR Working Paper 6. Ottawa: IDRC, February 2003.

Rutherford, Blair. *Lessons Learned from Applying a Peace and Conflict Impact Assessment Framework to the Zimbabwe Land Reform Research Network Proposal, July-August 2000* (29 September 2000).

Saab, Hanna. *Palestinian Adolescents Coping with Trauma: Interim Technical Report, September 2002 to 30 April 2003* (April 2003).

Saldomando, Angel; Rosa de León, Carmen; Ribera, Ricardo; Sojo, Carlos. *Diagnóstico de la Investigación para la Consolidación de la Paz en América Central*. PBR Working Paper 4. Ottawa: IDRC, November 2000.

Scholey, Pamela. *Middle East Strategy Paper*, February 2003.

Schönwälder, Gerd. *PBR Programming in Southern Africa, 1997-2002: Taking Stock and Looking Ahead* (draft). April 2002.

Schönwälder, Gerd; and Scholey, Pamela. *Global Programming Strategy Paper* (draft). February 2003.

*Tri-Council Policy Statement: Ethical Conduct for Research Involving Humans* (<http://www.pre.ethics.gc.ca>).

Tschirgi, Necla. *In Hindsight: Reflections on PBR PI's "Global Programming" Strategies*. August 2001.

World Bank (with Japan). *Aid Effectiveness in the West Bank and Gaza*. June 2000.

Yrigoyen Fajardo, Raquel. *Pautas de Coordinación entre el Derecho Indígena y el Derecho Estatal*. Guatemala: Fundación Myrna Mack, 1999.

### **Other Documents**

IDRC, *Memorandum of Grant Conditions* (various)

IDRC, *Project Completion Reports* (various)

project emails and correspondence (various)

### **Interviews Conducted**

Abrahams, Bea. Africa Manager, Centre for the Study of Violence and Reconciliation. Johannesburg, South Africa, 16 July 2003.

Adams, Tani. Coordinator, CIRMA. Guatemala City, Guatemala, 16 May 2003; Antigua, Guatemala, 21 May 2003.

Adib, Alain. Program Officer, Iraq Task Force (formerly, Program Officer, Peacebuilding Unit), CIDA. Telephone interview, 12 September 2003.

Alma, Eileen. Research Officer, PBR Program Initiative, IDRC. Ottawa, various.

Amoah, Jewel. Research and Training Officer/WUSC Development Worker, Centre for Human Rights and Rehabilitation. Lilongwe, Malawi, 11 July 2003.

Avalos, Carlos. Coordinator of the Canadian Funds for Local Initiatives, Canadian Embassy. Guatemala City, Guatemala, 20 May 2003.

Ball, Nicole. Senior Fellow, Center for International Policy. Washington, DC, telephone interview, 29 July 2003.

Baranyi, Stephen. Former Senior Program Specialist, PBR Program Initiative, IDRC. Ottawa, 15 April 2003.

Boyce, William. Social Program Evaluation Group, Queen's University. Kingston, telephone, 29 August 2003.

Camacho, Carlos. Land Specialist, MINUGUA. Guatemala City, Guatemala, 20 May 2003.

Cammack, Diana. Independent consultant. Cape Town, South Africa, various.

Cawthra, Gavin. Director and Chair, Centre for Defence and Security Management, University of Witwatersrand. Johannesburg, South Africa, 16 July 2003.

Cilliers, Jakkie. Executive Director, Institute for Security Studies. Pretoria, South Africa, 17 July 2003.

Duggan, Colleen. Senior Program Specialist, PBR Program Initiative, IDRC. Ottawa, various.

Elmekki, Galil. Senior Program Officer, PBR/IDRC. Ottawa, 27 May 2003.

Ernest, Carnita. Senior Researcher, Centre for the Study of Violence and Reconciliation. Johannesburg, South Africa, 16 July 2003.

Ferrigno, Victor. Executive Director, National Roundtable on Hunger. Guatemala City, Guatemala, 11 May 2003.

Freeman, Constance. Regional Director, Eastern and Southern Africa Regional Office, IDRC. Nairobi, various.

Fullan, Riff. Senior Program Specialist, Bellanet International Secretariat. Ottawa, 27 May 2003.

Funes, Sergio. Project Coordinator and Advisor, CNPT. Guatemala City, Guatemala, 21 May 2003.

Giacaman, Rita. Director, Institute of Community and Public Health, Birzeit University. Ramallah, Palestine, 28 June 2003.

Gort, Michael. Executive Director, CECI (Guatemala). Guatemala City, Guatemala, 19 May 2003.

Issac, Jad. Director General, ARIJ. Bethlehem, Palestine, 30 June 2003.

Hrimat, Nader. Assistant Director General, ARIJ. Bethlehem, Palestine, 20 June 2003.

Koros, Michael. Former head, PBR PCIA unit, PBR Program Initiative, IDRC. Email correspondence, August 2003.

Lamb, Guy. Program Manager, Program on Peace and Security, Centre for Conflict Resolution, University of Cape Town. Cape Town, South Africa, 22 July 2003.

le Roux, Len. Head, Defence Sector Program, Institute for Security Studies. Pretoria, South Africa, telephone, 27 July 2003.

Leppan, Wardie. Team Leader, Sustainable Use of Biodiversity, IDRC. Formerly with IDRC's Regional Office for Southern Africa. Ottawa, 6 June 2003.

Maina, Wachira. Senior Program Specialist, Eastern and Southern Africa Regional Office, IDRC. Nairobi, various.

Malone, David. President, International Peace Academy. New York, NY, 17 April 2003.

Martín Chavez, Bonifacio. Member, CNPT. Guatemala City, Guatemala, 21 May 2003.

Mersky, Marcie. Transition Manager, MINUGUA. Guatemala City, Guatemala, 19 May 2003.

N., Erik. Researcher, ICCPG (Quetzaltenango). Guatemala City, Guatemala, 15 May 2003.

N., Marco Antonio. Researcher, ICCPG (Guatemala City). Guatemala City, Guatemala, 15 May 2003.

Nathan, Laurie. Executive Director, Centre for Conflict Resolution, University of Cape Town. Cape Town, South Africa, 22 July 2003.

Ndung'u, Njuguna. Regional Program Specialist, Eastern and Southern Africa Regional Office, IDRC. Nairobi, 25 June 2003.

Oyewole, 'Dapo. Coordinator, International Office, Centre for Democracy and Development. London, 11 June 2003.

Parilla, Sergio. Sectoral Specialist, Interamerican Development Bank. Guatemala City, Guatemala, 12 May 2003.

Pascual, Daniel. Coordinator, CNOC (now part of CNPT). Guatemala City, Guatemala, 23 May 2003.

Peres, Elizeo. Member, CNPT. Guatemala City, Guatemala, 21 May 2003.

Pop, Alvaro. Project Coordinator, CIRMA. Guatemala City, Guatemala, 16 May 2003; 2003. Antigua, Guatemala, 21 May 2003.

Ramírez, Luis. Project Coordinator, ICCPG. Guatemala City, Guatemala, 15 May 2003.

Reisman, Lainie. Coordinator, USAID Peace Program. Guatemala City, Guatemala, 13 May 2003; 22 May 2003.

el-Rifai, Roula. Senior Program Officer, Middle East Initiatives, IDRC. various conversations.

Rodas, Jordán. Director of Inter-institutional relations, CIRMA. Antigua, Guatemala, 18 May 2003; 21 May 2003.

Roldán, Ursula. Executive Coordinator, *Las Pastorales de La Tierra*; Member, *La Plataforma Agraria* (on 14 May 2003 spoke to the issue of land reform on behalf of civil



society to the “Grupo Consultivo”). Guatemala City, Guatemala, 12 May 2003; 14 May 2003.

Rosa de León, Carmen. Executive Director, IEPADES. Guatemala City, Guatemala, 23 May 2003.

Sagone, Miguel Angel. Project Coordinator/Lead Researcher, IEPADES. Guatemala City, Guatemala, 23 May 2003.

Salazar, Vivian. Researcher and Workshop Coordinator, CIRMA. Antigua, Guatemala, 21 May 2003.

Scholey, Pamela. Team Leader, PBR Program Initiative, IDRC. Ottawa, various.

Schönwälder, Gerd. Senior Program Specialist, PBR Program Initiative, IDRC. Ottawa, various.

Simpson, Graeme. Executive Director, Centre for the Study of Violence and Reconciliation. Johannesburg, South Africa, 16 July 2003.

Tarecena, Arturo. Lead Researcher, CIRMA. Antigua, Guatemala, 21 May 2003.

Tschirgi, Neclâ. Former Team Leader, PBR Program Initiative, IDRC. Currently Vice-President, International Peace Academy. New York, NY, 17 April 2003.

Urbina, Miguel Angel. Public Ministry Specialist, Researcher, ICCPG. Guatemala City, Guatemala, 15 May 2003.

Urizar, Ingrid. Labour and Land Conflicts lawyer, *Pastoral de la Tierra* (Quetzaltenango). Guatemala City, Guatemala, 14 May 2003.

van der Merwe, Hugo. Project Manager, Transition and Reconciliation Unit, Centre for the Study of Violence and Reconciliation. Cape Town, 22 July 2003.

Vela, Manolo. Project Coordinator, FLACSO. Guatemala City, Guatemala, 20 May 2003.

## **ANNEX II: Case Studies**

### ***RP100692 – Good Governance and the Transformation of the Security Sector (CDD, Nigeria)***

#### ***Overview***

This project builds on a two-year “Project on Governance in Africa” by the Overseas Development Council (Washington, DC), which received funding from the Ford Foundation and the Swiss government and produced a framework paper on security sector governance.

Led by Centre for Democracy and Development (CDD), with offices in London, Nigeria and Ghana, the project aims to facilitate the transformation of the security sector in Africa. To do so, it is developing a handbook that will assist training towards that objective. After several rounds of draft proposals and comments, PBR/IDRC approved a contribution of \$309,000 in December 2000. Modifications to the original proposal were made to integrate some gender concerns (mainly the participation of female researchers) and to have an organization based in the South be the partner organization.

The project commissioned papers by experts and sought to engage stakeholders (and future handbook users) via subregional workshops held in Senegal, South Africa, Seychelles and Mozambique. The participants, who were selected through CDD’s and its partner organizations’ networks, included members of a cross-section of military institutions (air force, army, navy, intelligence) and the police. The feedback received contributed to refining of the drafts as well as, it is hoped, a greater sense of ownership of the final product.

It is foreseen that the handbook will be made available free-of-charge on the web and thousands of copies distributed to various stakeholders across the continent.

#### ***Key Observations***

- The PBR *Prospectus* lists security sector reform as one of the issues that fall under the human security rubric.
- IDRC is the project’s main source of funding, though IDRC is not mentioned on the CDD website ([www.cdd.org.uk](http://www.cdd.org.uk)).
- Initially due to be completed in March 2002, the project has twice been extended (without additional funding), the second time to March 2003. As of August 2003, the handbook is not yet complete. The Executive Director of CDD, who is the project manager, is very active in many areas and is over-committed.

- The change of partner organizations from CDD-London to CDD-Lagos (Nigeria) was based on IDRC's desire to fund a Southern NGO, but is not particularly meaningful, given that the two offices work together as a team. Likewise, the exclusion from the budget of the participation of the US-based handbook editor was not productive and forced CDD to find other sources of funding for her to attend the workshops.
- The handbook will be distributed mainly to security sector actors, but also to the media, academics and civil society organizations in order to promote reform becoming part of the public discourse, as well as encourage transparency and accountability.
- It has been recognized that the handbook was over-ambitious. Some planned chapters were dropped because of lack of material and/or of capacity to write it up.
- Although the authors have previously published, none of them had any prior experience writing a handbook aimed at practitioners. Some of their chapters required considerable editing, sometimes additional research. The editor commented on the lack of feedback/suggestions from other editorial committee members. Some handbook chapters require reworking, especially to frame them in more appropriate style/language.
- Language was an impediment to the meaningful participation of stakeholders from French- and Portuguese-speaking countries.
- Reform and especially transformation are threatening to some actors. As a result of workshop discussions, a component was added on protecting military rights.
- The project approval memo states that the project "is expected to have a major impact on gender relations". Gender considerations, however, are not addressed in the current draft of the handbook. In addition, it was difficult to find female participants outside South Africa.
- Potential of cross-fertilization with Latin American partners has not yet been realized.
- CDD plans to hold (post-publication, post-IDRC project) follow-up meetings and reviews. There are plans to use the manual for training at the Centre for Defence and Security Management, University of Witwatersrand (also a recipient of PBR/IDRC funds) and at the Regional Institute for Peace and Security (currently being set up outside Lagos).

## ***RP100496 – Inter-ethnic Relations and Educational Reform in Guatemala (CIRMA)***

### ***Overview***

Founded in 1978, CIRMA (Centro de Investigaciones Regionales de Mesoamérica) is a private non-profit organization located in Antigua, Guatemala. CIRMA has a staff of roughly 45 Guatemalans, with a representative mix of indigenous and women project coordinators, researchers, writers, and support staff. CIRMA seeks to contribute to a greater understanding of the social, cultural and historical processes that have marked Guatemala and Central America generally, with the overarching aim of generating a knowledge base conducive to the development of democratic institutions that reflect the region's pluricultural and diverse history. In addition to the Inter-ethnic Relations Project, CIRMA has various scholarship programs, as well as extensive libraries (archival, social science and humanity related, and photographic) which in terms of both quality and quantity surpass all others in Guatemala.

CIRMA has attracted funding from a wide array of donors. Its Inter-ethnic Relations Project, for example, has received funding from the following (in addition to IDRC): the Canada Fund for Local Initiatives, Ford Foundation, Proyecto Incidencia/Creative Associates International Guatemala, Soros Foundation, IDRC, ACIDI/VOCA, Ibis (Denmark), UNDP's Civil Society Fund, Dutch Government, Lutheran Church, USAID. CIRMA has also partnered with a number of US universities, including the University of Texas and the University of Indiana.

IDRC contributed \$150,000 of the \$860,000 CIRMA had raised (as of the PCR – 2001/11/29) to support its Inter-ethnic Relations Project.

The Project originally foresaw the drafting of a “paper” that would explain and reveal the historical roots and nature of inter-ethnic relations in Guatemala. It also envisioned the development of a strategy to disseminate the results of the research in a way that would increase public awareness of inter-ethnic relations, while providing an academically solid product that could serve as the basis for reforming Guatemala's primary and secondary school history and social science curricula. Further, there was an expectation that CIRMA would deepen policy dialogue with the Ministry of Education and other stakeholders to encourage the sought-after changes to the curricula.

The Project has involved 32 researchers, mostly Guatemalans, from different disciplines and with distinct academic backgrounds.

As the project developed, the wealth of historical information CIRMA was able to gather made it evident that trying to reduce its findings to a single paper or book would not do justice to those findings. CIRMA has now produced (or has in production) six scholarly books and 16 ethnographic studies as part of the Inter-ethnic Relations Project.

In addition to a media campaign and small group methodology aimed at opinion leaders, CIRMA has presented its results as they have developed in a number of conferences and workshops. In a recent presentation, some 800-900 people attended, ranging from state officials to academics to policy-makers to indigenous leaders and other stakeholders from civil society. Only 200-300 were formally invited, and so the turnout speaks to both the importance of the issue, as well as to CIRMA's credibility as a conveyor of the message.

With respect to policy influence, CIRMA has played a leading role in the formation of the *Convergencia Educativa*, a coalition established for the purpose of encouraging MINEDUC to reform its curriculum. The *Convergencia* has charged CIRMA with the development of a proposal on how school texts ought to be reformed so as to take account of CIRMA's findings. The *Convergencia* includes a number of IDRC partners, such as ASIES and FLACSO, as well as other notable NGOs: AVANCSO, EDUMAYA/URL, CEDIM, and the Fundación Rigoberto Menchu Tum.

In addition to a comprehensive and accessible website, CIRMA has developed an extensive mobile exhibit that displays its findings with interactive audio-visual ICTs. The exhibit is museum-like in its size (400m<sup>2</sup>) and detail. CIRMA hopes to launch the exhibit in Guatemala City in February 2004, and then take it to five major towns over the next two years. The exhibit will be complemented with radio spots, discussion posters and street performances.

CIRMA has been working with the URL (a pioneer in the area of indigenous rights) to develop social work and education curricula that take account of inter-ethnic issues.

Since the official closure of RP100496, IDRC (PBR and the Evaluation Unit) has explored the possibility of a continued relationship with CIRMA for the purposes of Monitoring and Evaluation (M&E) through outcome mapping.

### **Key Observations**

- Given its focus on research and policy influence, IDRC has a clear mandate to support the kind of work CIRMA does, and is viewed by CIRMA as a very welcome partner.
- CIRMA has recognized a number of weaknesses in the design and execution of the project. Significant in this respect are gender considerations. These were not sufficiently integrated into the study from the outset, and thus consideration of gender issues fell to the sensitivities of particular researchers, some of whom did incorporate them into their work, while others failed to do so. CIRMA has, however, made a commitment to integrate gender issues into its proposals for curriculum reform, and is developing its dissemination tools with gender in mind.
- There were some delays in producing the research product, but these are largely explained by the complexity of the subject matter, the ambitious increase in the

scope of the research product, as well as the pioneering nature of research methodology CIRMA developed, a methodology which used a project coordinating committee to provide a forum and structure for its research.

- Part of CIRMA's research methodology also included teaming more senior academics with junior researchers, and this has surely contributed to the research capacity of those who benefited from mentoring. However, CIRMA points out that it would have been useful to provide some formal training and guidance to the mentors, since research strengths do not always translate into pedagogical abilities.
- It is not clear that CIRMA had a well elaborated M&E plan from the beginning. Had it developed such a plan, it may have foreseen that one book would not suffice to convey the research results it proved capable of generating. IDRC's interest in working with CIRMA to assist with its M&E in the future is to be applauded.
- The Inter-ethnic Relations project is probably the most significant ongoing project dealing with inter-ethnic indigenous issues in Guatemala, and the one most likely to leave a lasting imprint. The mobile exhibit is especially impressive, and taking it into Guatemala's interior marks an innovative and refreshing approach to dissemination. It provides a unique opportunity for IDRC to engage with a novel and potentially exportable methodology that seeks to make accessible politically relevant work of a rigorous academic nature.

## ***RP100830 – Southern African Reconciliation Study (CSV, South Africa)***

### ***Overview***

The Centre for the Study of Violence and Reconciliation (CSV) is an NGO based in Johannesburg, South Africa. Since 1989, it has developed expertise on conflict and violence in South Africa and established itself as a leading research institution and service provider. A wide range of NGOs, foundations and foreign governments provide CSV with financial support. IDRC funded its very successful “Violence in Transition” project (RP004382, IDRC contribution \$487,427, approved in September 1998, outputs available at <http://www.csv.org.za/res/pubsvtp.htm>). A two-year second phase, RP101688 “Violence and Transition 2: Obstacles to and Opportunities for Democracy,” is currently underway.

In 1999, CSV approached IDRC with an idea to extend the geographical focus of its research to other African countries. It wished to conduct a comparative study of the impact of state-sponsored reconciliation programs on NGOs’, community organizations’ and churches’ own reconciliation initiatives. It was felt that South Africa’s Truth and Reconciliation Commission received a lot of scholarly and international attention, but not similar attempts in the region’s other countries, which were also dealing with decades of civil wars, racial and colonial oppression and/or human rights abuses. It identified the need for a comparative analysis of issues of truth, transitional justice and democratic nation-building.

IDRC approved an RSP to help CSV identify partner organizations in Malawi, Mozambique, Namibia and Zimbabwe and jointly develop a proposal. After revisions, the proposal was approved in February 2001.

The Southern African Reconciliation Study is a partnership among five southern NGOs – Amani Trust (Zimbabwe), Centre for Human Rights and Rehabilitation (Malawi), CSV (South Africa), Comissão Católica de Justiça e Paz (Mozambique) and National Society for Human Rights (Namibia) – with CSV playing the lead role. Each organization is responsible for its country study, one thematic study (i.e., victim support groups, reparation programs, counselling services, reintegration of ex-combatants, or memorialization) and one case study (e.g., Malawi’s National Compensation Tribunal).

Though each organization conducts its own interviews and archival work, the project operates around a series of workshops, at which participating researchers discussed management issues, developed and agreed on a common methodology, provided feedback on each other’s draft reports, and discussed findings and comparative analysis.

The contribution of the research goes far beyond academic interest. It also aims to strengthen civil society in the five Southern African countries and their various reconciliation initiatives, including exposure to “best practices” in other countries and

other benefits of networking. The reports were designed to contain specific policy recommendations and to assist national advocacy work. The project could also benefit the studies' subjects by assisting them to access support services and bringing additional public attention to the area.

The project foresaw numerous outputs, including some twenty reports, a bibliography, a directory of initiatives for each of the countries, media articles. Publications were to include an edited volume and three journal articles.

### *Key Observations*

- CSVR saw IDRC as an ideal funder for this project because of its willingness to support research and its ability to engage substantively. It had first applied to the United States Institute of Peace, but had been turned down.
- The project fit well with PBR's research focus on democratization.
- IDRC played an important role in encouraging CSVR to develop the partnerships in the other countries in Southern Africa, rather than cover a broader range of countries and have its own staff and consultants conduct the research. CSVR recognizes this as having been a very positive contribution.
- IDRC also pushed for gender to be included in the proposal. CSVR was very receptive to adding gender considerations, but some partners were less committed. CSVR coordinating staff admit that gender aspects are not present enough in the reports – though sometimes it was hard to integrate gender analysis into the topics, due to the nature of the subject, the lack of data or the difficulties of identifying subjects and researchers to provide gender-based analysis.
- CSVR had a close working relationship with ROSA, facilitated by the fact that they both had offices in the same building in Johannesburg. The effects of the ROSA's closure were mitigated by the participation of CSVR's executive director in an IDRC-sponsored workshop in Ottawa. He used that opportunity to brief and develop a relationship with the Ottawa-based PBR staff.
- The form of partnership among CSVR and the organizations in the other four countries is an important methodological innovation. It was a new experience for CSVR and one that they intend to repeat and expand on. Rather than seeing themselves as building the capacity of their partners, CSVR staff spoke of "reciprocal learning". Still, the fact remains that some organizations had greater capacity and therefore had more to teach than others.
- For some studies, North Americans did a significant amount of data collection and analysis. Though in the case of Malawi, the Canadian WUSC cooperant likely contributed to capacity building through her work with a Malawian counterpart, it is



less clear that the US student intern at CSVr (who worked on the reparations report) strengthened local capacity. (It was argued that it would have taken 5-6 months for a black South African to do the same work, with senior staff supervision.)

- Workshops in which all partners participate are an empowering but expensive aspect of this type of collaboration. CSVr found the project's budget too restrictive in this area and had to find travel funds elsewhere. It was felt that email was insufficient for building partnerships and capacity, especially for non-academics. It was suggested that it would have been useful to meet more often than every six months, as face-to-face meetings forced people to finish drafts by a certain date, read each other's papers, and engage in discussions.
- Adopting a participatory approach while cooperating with a variety of partners that work in different environments, each with different conceptions and capacities, raised some problems. For instance, participants agreed on questionnaires, research methodology, and conceptualization of the project only after difficult discussions, after which a middle ground was found. Even after guidelines had been agreed on, it was sometimes hard to get partners to follow them. There were sometimes difficult relations between coordinators and researchers. Attention had to be paid to the sensitivities of some participants, especially around critiques of drafts.
- The draft reports, currently at the penultimate stage, are of uneven quality. Some thematic reports require additional work. CSVr is hoping to get partners to make revisions. Failing that, they will edit them in-house (sacrificing capacity building at the altar of expediency). From the documents reviewed, the attempts at synthesizing cross-country analysis are significantly weaker than the country-by-country accounts.
- Extra time was needed to work through the above problems. This should be foreseen in similar circumstances in the future.
- The project decided not to publish the country reports and has apparently dropped the plans for an edited volume. At the time of this evaluation, it was not clear exactly what will be launched at the final project workshop.
- Discussions will be held at the final workshop on the way forward. Possibilities include a handbook, education and training materials, web publishing and bringing the findings back to communities.
- There are many possibilities for practical work, especially victim support services. National spin-off activities will depend on individual countries and domestic actors.
- CSVr wants to introduce the topic of transitional justice to this existing network and is currently developing a proposal. They are already introducing the topic of disappearances to a larger African network of similar organizations. Lessons on the integration of ex-combatants in the region will assist in deepening work in South Africa. Belgium and Switzerland are providing funding for follow-up activities.

## ***RP101068 — Regularization of Land Tenure in Guatemala (CNPT)***

### ***Overview***

Land is the single greatest source of conflict in Guatemala. It was resistance to modest agrarian reform that inspired the military coup in 1954 which overthrew the democratically elected regime of Jacobo Arbenz. Today, Guatemala's land distribution is the most inequitable in the Western Hemisphere—roughly 2% of the population owns 70% of all arable land. Fifty percent of Guatemala's GDP still comes from agricultural exports which are harvested by predominantly indigenous workers who labour in conditions of virtual servitude.

The Guatemalan Peace Accords establish the political framework within which land issues are to be addressed. However, the Peace Accords do not contemplate substantive agrarian reform of a redistributive nature. The primary agreement that deals with land issues—the Agreement on Social and Economic Issues and Agrarian Situation (signed 6 May 1996)—assiduously avoids any use of the term “agrarian reform.” Instead, the Agreement aims at a series of market-friendly procedural reforms. These include:

- creation of a trust fund to assist farmers to secure credit;
- execution of comprehensive land surveys in order to create a land registry system capable of establishing or verifying the land claims of public and private parties;
- legislative reforms necessary to authorize an official land survey and public registry;
- legislative reforms necessary to create an independent judicial authority authorised to resolve land conflicts where mediation and conciliation have failed;
- legislative reforms necessary to establish a non-judicial (alternative dispute resolution) institution capable of providing mediation and conciliation aimed at resolving land conflicts.

The Agreement on Social and Economic Issues stipulates that implementation of its measures must take account of commitments made in other peace agreements. The most important of these is the Agreement on the Identity and Rights of Indigenous Peoples (“AIRIP”), since this Agreement provides guarantees with respect to the rights of Indigenous peoples to resolve conflicts—including land conflicts—according to their own indigenous customary law. The only limitation the AIRIP places on indigenous authorities in this respect is the limit imposed by international human rights norms; i.e., a juridical limit that constrains all exercises of legal authority (whether or not the exercise of authority emanates from formal state institutions or indigenous customary authorities), and one which on its face imposes no limitation on the authority of recognised legal institutions (indigenous and non-indigenous alike) to resolve disputes over land.

The AIRIP is also significant in that it mandates the creation of the COPART, a mixed CSO-state commission for the discussion of land issues, with equal numbers of representatives from the government and from Indigenous organizations.

To date, the only substantive commitment from the Peace Accords relating to land that has been implemented is the micro-credit trust fund. A draft law concerning land surveys and a public registry is now pending review and approval in Congress. The CNPT (the indigenous, CSO side of the COPART) is currently lobbying Congress to pass this draft law.

IDRC has supported the work of the CNPT since January 2000 (RP100404; \$196,000 total disbursements). IDRC's initial partnership with the CNPT foresaw and achieved the development of a procedure-oriented legislative proposal to establish a separate agrarian jurisdiction (that is, a specialized branch of the judiciary) to deal with cases concerning land conflicts and natural resources. Part of the proposal includes provision of legal aid for disadvantaged parties, as well as access to justice in local indigenous languages.

IDRC has continued its support of the CNPT with RP101068 (\$270,100 in total funding), the subject of this case study.

This more recent project contemplated and achieved three major outputs: the execution of a diagnostic study on the current state of the land tenure regime in Guatemala, proposals for reforms based on the diagnostic study and inputs from key stakeholders, and finally development of a draft legislative proposal to regularize land tenure and use in Guatemala (the "Agrarian Law"). The main point of the CNPT's Agrarian Law is to codify and otherwise supply the substantive legal norms that judicial and non-judicial officials are to use to resolve land disputes. It is a detailed and comprehensive proposal that runs over 70 pages. It attempts to anticipate the many facets and complexities of land tenure, such as the different kinds of rights to land, the different kinds of parties who may hold interests in land, succession, conditions relevant to expropriation, credit for the purposes of land development, protection of natural resources, banking regulations, and so on.. The Agrarian Law does not propose an agrarian reform per se, but seeks to put in place the necessary legal machinery to provide security to parties with interests in land.

There is no expectation that the Agrarian Law will pass before the November elections, and so current efforts are aimed at further technical refinements to the proposal to ensure that it will pass constitutional muster, since the CNPT (correctly) anticipates that large landowners who oppose the Agrarian Law will challenge its constitutionality. On the lobby front, the CNPT is working to get the various political parties to go on the record in support of the Agrarian Law, with the hope that this will facilitate its passage after the November elections.

### *Key Observations*

- Since land is one of the principal areas of research focus identified in the Prospectus under the rubric of the political economy of peacebuilding, and land in

Guatemala is such an historic and contemporary cause of conflict, PBR funding of policy-oriented research on land issues in Guatemala is fully justified.

- PBR's funding of the CNPT is also justified from the point of view of strengthening the capacity of grassroots, indigenous researchers who now have able command of complicated legal issues surrounding land tenure and use.
- The CNPT is a logical place for PBR to invest research dollars on land reform since it represents indigenous organizations at the mixed CSO/state institution established by the Peace Accords for that purpose, the COPART.
- Since its initial contact with the CNPT, the PI has been well aware of criticism from other donors and other CSOs that the CNPT has tended to "go it alone." PBR has encouraged the CNPT to seek alliances with key CSO actors, such as CNOG, to offset this perception, and to strengthen the CNPT's legitimacy as it lobbies to have the proposed Agrarian Law promulgated. The CNPT has also worked successfully with many of the *Pastorales de la Tierra* (the offices of the Roman Catholic Church which provide legal aid and mediation services for peasant and indigenous organizations embroiled in land conflicts), such as the ones in Cobán, Chimaltenango, El Quiché, and Sololá. The CNPT claims to have 330 member organizations.
- However, the CNPT has yet to win over possibly the most influential and active *Pastoral de la Tierra* (the one located in Guatemala's second largest city, Quetzaltenango), and has yet to bring on board a significant group of CSOs that have united under the banner of the *Plataforma Agraria*. The overall Coordinator of the Church's *Pastoral de la Tierra* (and the CSO representative on land matters at the donor-driven "Consultative Group" which oversees implementation of the Peace Accords), Ursula Roldán, has serious doubts concerning the value of the CNPT's proposed Agrarian Law.
  - Some of the friction traces back to differences in approach among CSOs on the left, such as the CNPT, that have an historic affiliation to the URNG (the former insurgent movement), and those that do not. There was a significant split along this divide when the CNPT drafted its legislative proposal concerning land surveys and a public registry, with non-URNG affiliated CSOs insisting that the public registry must be an autonomous institution independent of the Ministry of Agriculture. The CNPT argued (probably correctly) that the government could not secure the votes necessary to enact a law to establish a new and autonomous public institution (a supramajority is required), but that it does have the votes necessary (a simple majority) if the office of the public registry is attached to the Ministry of Agriculture.
  - Behind this argument is a deeper division between, on the one hand, non-URNG CSOs that wish to see substantive agrarian reform that has

redistributive consequences, and on the other, the possibly more pragmatic CNPT and its allies which see half a loaf as better than none. With the CNPT now submitting its proposed Agrarian Law to further technical review, PBR is appropriately encouraging the CNPT to consult with CSOs that have yet to sign on, if only to identify in a frank and forthright fashion the points of contention, with the hope of building a stronger CSO coalition to support the CNPT proposal, notwithstanding some objections to it.

- With respect to the substance of the Agrarian Law, one issue bears special mention:
  - The Agrarian Law identifies several traditional sources of law related to land issues, including the Constitution, the Agrarian Law itself, international treaties and instruments, as well as legal doctrine and jurisprudence. The Agrarian Law also identifies indigenous customary law as a relevant source of law, and requires interpretation of the Agrarian Law and other legislation to take account of customary law.
  - This is problematic, since the point to the recognition of indigenous customary law (as is anticipated in the Peace Accords) is not to subordinate customary law to formal state legislation, but rather to see it as a source of inherent jurisdiction to be exercised by indigenous authorities on behalf of indigenous peoples. ILO Convention 169 – a Convention which Guatemala has ratified and which is adopted within the AIRIP by incorporation – is to the same effect. Moreover, Convention 169 requires state signatories to make whatever legislative reforms are necessary so that domestic legislation is consistent with the recognition of customary law, which means recognition of the authority of indigenous peoples to resolve legal disputes (including disputes over land) within their territories.
  - Thus, rather than citing customary law as a source of law within the framework of non-customary law (such as the Agrarian Law), fidelity to the Peace Accords and Convention 169 suggests that the Agrarian Law ought to recognise customary law as the law that operates within territories subject to customary law. Within those territories, the Agrarian Law and other legislation concerning land is of no effect. It would also be useful for the Agrarian Law to elaborate inter-cultural and inter-jurisdictional mechanisms or institutions to resolve conflicts of law that will invariably arise between indigenous and non-indigenous jurisdictions.
  - This is what is happening in Colombia, where indigenous territories are essentially regarded as municipalities with significant authority to self-govern. Colombia's Constitution recognizes customary law, and Colombia's Constitutional Court has upheld the right of indigenous

authorities to resolve legal disputes within indigenous territories, while suggesting guidelines for resolving conflicts between indigenous and non-indigenous law.<sup>32</sup> So there may be an opportunity for fruitful linkages between PBR's programming in Colombia and Guatemala at this very moment, while the CNPT is submitting the Agrarian Law to further legal scrutiny. As is, it arguably infringes Convention 169, and it fails to live up to the commitments of the Peace Accords concerning the recognition of customary law.

- It may be the case that political realities are such in Guatemala that the recognition of customary law – recognition that presupposes the specification of territories in which customary law is the law – is just not on the cards. However, it is not for the CNPT to limit the prospects of indigenous peoples to enjoy the benefits of the Peace Accords and Convention 169 until at least such a time as the state takes an explicit and intransigent “in your face” stand against the recognition of customary law. At that moment, but only at that moment, the CNPT may be justified in backing off, but only for the sake of obtaining half a loaf rather than none.
- PBR encouraged the CNPT to bring aboard a part-time woman gender consultant, which it did. It is also evident when speaking with members of the CNPT that they understand that gender is a critical issue. However, the CNPT is predominantly male, and it is not immediately clear from the Agrarian Law that gender was a dominant concern when it was drafted. For example, a difficulty faced by numerous poor indigenous women is how to deal with matrimonial property in the case of abandonment. There is nothing in the Agrarian Law that deals with this legal lacuna.

---

<sup>32</sup> There is some good academic work available as well. See, for example, Yrigoyen Fajardo 1999.

## ***RP101199 — Impact of Urbanization on Land Use and Local Communities in the West Bank (ARIJ, Palestine)***

### ***Overview***

The Applied Research Institute—Jerusalem (ARIJ) has undertaken a study of the social, economic, environmental and other implications of uncontrolled urban expansion in the middle and northern areas of the West Bank, including both the growth of Palestinian urban areas and the expansion of Israeli settlements. Support for project was approved by IDRC in December 2001, with a commitment of \$459,220. The two-year project should be completed by early 2004. IDRC had previously supported a similar project by ARIJ aimed at the southern West Bank, which in turn was linked to three IDRC PLaW projects on water and resource management. IDRC support accounted for about 28% of ARIJ's total budget in 2002 (Swiss Development Cooperation is the largest recent donor to ARIJ, accounting for 44% of its funding in that same year).

The project under review builds on ARIJ's very impressive GIS capabilities, and integrates both ground measurement with GPS systems and time-series satellite imagery. The resulting maps and dataset allows Palestinian planners, NGOs, and others to identify current patterns of land use, including spatial and other trends. In so doing, it helps to highlight current needs and challenges in resource management and development planning, as well as facilitating planning for future demographic and economic growth. In contrast with earlier work, this phase of the project also integrates social survey methodologies, utilizing a questionnaire to determine how local stakeholders view issues of land use, resource scarcity, economic activity, and development.

ARIJ has forged a cooperative relationship with the relevant components of the Palestinian Authority, including in particular the Ministry of Local Government, Ministry of Planning, and Ministry of Agriculture. While there is some overlap between its GIS activities and those of the Ministry of Planning, ARIJ's output varies in terms of its focus and more especially its accessibility. ARIJ has been very active in assuring the broader availability of its data and analyses, whether through its rich website (<http://www.arj.org>) or through its frequent participation in conferences, meetings, and community outreach.

Effective land use planning and resource management will be critical to the sustainable development of any future Palestinian state, especially in light of high population (and urbanization) growth rates and limited water resources and arable land. The contribution of the ARIJ project to peacebuilding and reconstruction in Palestine extends far beyond its immediate value in development planning, however:

- Israeli settlement activity in the West Bank has long been identified by Canada and other members of the international community as a major obstacle to a peaceful resolution of the Arab-Israeli conflict. The terms of the current peace process "roadmap" drawn up by the "quartet" (the United States, European Union, Russia, and United Nations) calls for a complete halt to all settlement

activity. ARIJ's project documents settlement expansion, new settlement outposts, by-pass roads, land seizures, and the destruction of homes, crops, and olive groves. In doing so, it might assist in monitoring of roadmap implementation by members of the quartet, others in the international community, local stakeholders, and the media.

- The "roadmap" also calls for the establishment of an interim Palestinian semi-state in some areas of the West Bank and Gaza, pending final agreement on full and permanent Palestinian statehood. The negotiation of such an interim semi-state, and effective development planning within its constrained borders, will depend to a critical degree on issues of land use and control. The ARIJ project hopes to illuminate these.
- In addition to high rates of economic growth, the West Bank may be called upon to absorb substantial numbers of returning refugees and displaced persons following any permanent peace agreement. The ARIJ project has the potential to facilitate such absorption by providing useful data on land use and availability. In this regard, the project dovetails with other work on Palestinian demographic change supported by IDRC/Middle East Initiatives, DFAIT, and CIDA

### *Key Observations*

Our review of IDRC support for this project pointed to the following key observations:

- IDRC was seen as a particularly desirable source of support by ARIJ, because it was seen as less tied to political agendas than official bilateral development agencies. Furthermore, accepting money from IDRC was not seen as diverting funds that would have otherwise gone to the Palestinian Authority.
- IDRC is seen as having provided very valuable intellectual contributions to ARIJ's work over the years, including encouragement to utilize GIS and remote sensing technologies; the integration of social survey techniques into ARIJ's more technical GIS work; and greater sensitivity to incorporating gender as a frame of analysis and interpretation. ARIJ staff were clear that a "better project" had resulted from the input they had received from PBR and MERO staff. IDRC was said "to listen, to work with you on the proposal, to help develop more systematic and rigorous projects" and was also credited with "continuous follow-up."
- While ARIJ had clearly developed and attempted to apply a more socially nuanced and holistic approach to their rather technically conceived project, there were obvious weaknesses in both the quality of their social survey methods and their integration of more gendered analytical perspectives. This was recognized by both PBR and ARIJ staff. The constraints in addressing include the severe mobility restrictions placed on Palestinian researchers in the territories by Israeli closure and curfews, as well as the heavy workload on PBR staff and hence the limited time available to develop partner capacities in such areas.



- Overall, the project developed local capacities for both technical/GIS and social analysis.
- As noted above, ARIJ has made substantial effort to develop a productive working relationship with PA ministries and technical units. It is not clear, however, the extent to which ARIJ data is effectively used by the PA, nor the extent to which ARIJ effectively interfaces with PA capacities (such as those found within the Ministry of Planning or Palestinian Central Bureau of Statistics). Mobility restrictions, inefficiencies and disconnections within the PA, and the sometimes problematic relationship between government and NGO sectors may contribute to this.
- ARIJ saw no difference in their interaction with MERO and Ottawa-based staff, and did not feel that it was easier (or harder) to work with regional staff than those based in Canada. It should be recognized, however, that ARIJ is a technically sophisticated (and technocratic) NGO with strong English language skills, excellent communications access (internet, phone/fax), and it is situated in a relatively accessible location—something that is not true of all PBR partners.
- High turnover of PBR staff in recent years was seen as problematic, making it more difficult to develop an extended partnership.
- ARIJ recognized that its sophisticated and innovative application of GIS and remote sensing technologies to land and land-use might have useful application to other conflict- and post-conflict areas, especially those where resource management and territorial issues are of central political importance. However, ARIJ staff—like many NGOs in conflict-torn regions—were very much focused on the immediate challenges in their own conflict area, and admitted that they had little time, interest, or inclination to systematically disseminate information on their approaches and experiences outside the Palestinian context. This underscored a broader problem of scaling up and disseminating lessons learned in applied peacebuilding research.

***RP101323 — Palestinian Adolescents Coping with Trauma (SPEG, Canada and ICPH, Palestine)***

***Overview***

The Palestinian Adolescents Coping with Trauma (PACT) is a two-year project examining the effect of armed conflict, military occupation, and other sources of local violence on Palestinian youth, involving collaboration between the Social Program Evaluation Group (SPEG) of Queen's University and the Institute of Community and Public Health (ICPH) at Birzeit University, Palestine. IDRC approved a grant of \$176,600 in September 2001, and the project will be completed by late 2004.

The project itself centers on the development of a questionnaire on violence, youth behaviour, and mental health, which first pretested and then applied to approximately three thousand youth aged 15-17 in the Ramallah area in May-June 2003. The collaboration of William Boyce of Queen's University, and Rita Giacaman of Birzeit, has been central to the PACT's conceptualization and implementation: Prof. Boyce brings to the project considerable cross-national experience in adolescent health in post-conflict areas, while the ICPH has a strong record of social research in Palestine on mental health issues, including a previous, smaller study on the effects of occupation and violence on university-aged students. For practical reasons, grant administration has been undertaken by Queen's, at the request of their Palestinian partner. The Palestinian Ministry of Education has been very supportive of the project, facilitating access to schools and students. The level of trust and collaboration between ICPH and the Ministry of Education appears to be excellent.

The survey instrument developed for the project is extremely sophisticated, addressing a full array of traumatic and violent experiences, and their possible effects on mental and physical health. It also allows for disaggregation of the data by gender, religion, socio-economic class, family structure, and educational program. Development of the survey required substantial modification of existing instruments on adolescent health and behaviours to meet Palestinian needs and context. Most youth completing the survey were reportedly enthusiastic about having their opinions sought in this way, and administration of the questionnaire often catalyzed continued discussion of issues of trauma, violence, and conflict among students and school staff.

Israeli military occupation and Palestinian *intifada*—the conflictual backdrop against which the survey was conducted, and the major source of trauma under investigation—presented a number of practical challenges. In particular, Israeli curfews and mobility restrictions hampered researchers' access to schools, and the project itself was forced to work out of a converted garage in Ramallah because of the difficulties of reaching the Birzeit University campus only a few kilometres away. However, these obstacles were successfully overcome.

The PACT project addresses what is broadly recognized as a central component of conflict (and challenge of peacebuilding): the destructive psycho-social effects of

violence, and the need to assess and address the mental health consequences of extended violent conflict. Among the possible contributions of the project, therefore, are:

- A broader and more detailed class- and gender-sensitive recognition of the effects of the occupation and violence, facilitating efforts to develop appropriate support and intervention strategies for conflict-affected youth. Identification of subgroups at particular risk or with particular psychosocial vulnerabilities.
- Greater understanding between personal experience and social attitudes toward violence, including support for (or opposition to) violent change.
- A contextualized understanding of youth, conflict, and mental health which also addresses (and attempted to measure) other sources of violence, alienation, and health-threatening behaviours.
- Insight into the possible long-term consequence of youth trauma.
- The contribution of data on the Palestinian case to broader international research on youth and violent conflict.

### *Key Observations*

The PACT project had only just completed the data-collection stage, and hence this evaluation is unable to fully determine the eventual contribution of the project to southern research capacities, Palestinian public policy, or broader international understanding of the causes, effects, consequences, and best responses to conflict-related trauma in adolescents. Nevertheless, there are a number of key observations about the project that can be made:

- ICPH identified IDRC as a more desirable donor because it was not a bilateral aid agency directly tied to government policy. Speaking more broadly about sustainability, donor engagement, and the tendency of donors to fund short-term projects, ICPH noted that “we need long-term small money, not short-term big money.” (Incidentally, in Guatemala, the CNPT expressed exactly the same need.)
- IDRC was said by ICPH staff to be “outstanding” in their support of policy-oriented research. They emphasized, however, that the most successful policy influence often occurred through informal channels and personal contacts with policy-makers, and would be difficult to document.
- The willingness of the IDRC library to obtain material for southern partners—and, indeed, to be proactive in finding materials—drew high praise from both ICPH and PBR staff.

- ICPH noted that differences in perspective arose at times between themselves and their northern partners, concerning such issues the relevance of standardized, cross-national survey instruments in the Palestinian context, the practicalities of conducting the survey under local conditions, and broader theoretical presumptions. ICPHR saw these differences as healthy, stimulating a productive exchange of views—and also emphasized the key role that PBR staff had played in helping to resolve some of these issues.
- PBR staff were seen by ICPH as having gone “out of [their] way” to intellectually engage the project, “raising questions in a culturally sensitive way,” and alerting the project team to issues that they would not otherwise have considered. SPEG found the triangular southern-northern-IDRC unusual, and generally useful.
- The project appears to have met the requirements for free and informed consent for research involving minors, as set forth in Article 2 of the SSHRC/NSERC/MRC *Tri-Council Policy Statement: Ethical Conduct for Research Involving Human*), following discussion between the project partners and IDRC. Nevertheless, it highlights the extent to which IDRC research programs, and especially those in conflict-affected regions, may raise difficult ethical questions. No clear procedure or guidelines exist within PBR for flagging such issues. Similarly, the PACT project agreed with the PA Ministry of Education to provide the latter with a degree of veto over the release of sensitive data that might reflect poorly on the subjects or the Ministry of Education. The review concurs with that decision, but it again points to the need for more fully developed guidelines within PBR to deal with the particular ethical dilemmas posed by research in conflict-affected areas.
- Local project partners were clear that they did not see the usual measure of dissemination—scholarly publication—as terribly important: “what counts is system-building, not publication.... we can pump them out, but it is not a priority. What is more important is building a local resource team for social-psychological health.” However, ICPH recognized the greater need for this by their Western-based university partners.
- ICPH staff did not feel that the closer geographic location of the MERO made it easier to deal with than Ottawa, both because of modern technology (especially email) and because the personal qualities and skills of IDRC staff were seen as the most important determinant of successful partnership.
- SPEG staff felt that they had not yet fully engaged with PBR on the peacebuilding aspects of the PACT study, and looked forward to getting more “inside the loop” of PBR’s peacebuilding experiences and connections. SPEG also hoped that PBR could facilitate the development of action-oriented follow-on projects, and assist in identifying potential future donors for these.

### **ANNEX III: Abbreviations**

AIRIB	Agreement on the Identity and Rights of Indigenous People (Guatemala)
ARIJ	Applied Research Institute—Jerusalem (Palestine)
ASIES	Asociación de Investigación y Estudios Sociales (Guatemala)
AVANCSO	Asociación para el Avance de las Ciencias Sociales en Guatemala
CCHS	Canadian Consortium on Human Security
CDD	Centre for Democracy and Development (Nigeria/Ghana/UK)
CIDA	Canadian International Development Agency
CEDIM	Centro de Documentación e Investigación Maya (Guatemala)
CIRMA	Centro de Investigaciones Regionales de Mesoamérica (Guatemala)
CPCC	Canadian Peacebuilding Coordinating Committee
CNOC	Coordinador Nacional de Organizaciones Campesinas (Guatemala)
COMG	Consejo de Organizaciones Mayas de Guatemala
CSO	civil society organization
CSVR	Centre for the Study of Violence and Reconciliation (South Africa)
DFAIT	Department of Foreign Affairs and International Trade
EASF	Expert and Advisory Services Fund (CIDA/DFAIT/IDRC)
EDUMAYA/URL	Educación Maya / Universidad Rafael Landívar (Guatemala)
ESARO	Eastern and Southern Africa Regional Office (IDRC)
FLACSO	Facultad Latinoamericana de Ciencias Sociales (Guatemala)
GESO	Fundación Género y Sociedad (Costa Rica)
GIS	Geographic Information System
GPS	Global Positioning System
ICA	Institute for Connectivity in the Americas
ICCPG	Instituto de Estudios Comparados en Ciencias Penales de Guatemala

ICPH	Institute of Community and Public Health (Birzeit University, Palestine)
ICT	Information and Communication Technology
IEPADES	Instituto de Enseñanza para el Desarrollo (Guatemala)
MERO	Middle East Regional Office (IDRC)
MINEDUC	Ministry of Education (Guatemala)
MINUGUA	UN Verification Mission in Guatemala
M&E	monitoring and evaluation
PA	Palestinian Authority
PACT	Palestinian Adolescents Copping with Trauma
PBR	Peacebuilding and Reconstruction (Program Initiative)
PCIA	Peace and Conflict Impact Assessment
PCR	Project Completion Report
PENGON	Palestinian Environmental NGO Network
PI	Program Initiative
PLaW	People, Land and Water (IDRC)
ROSA	Regional Office for Southern Africa (IDRC)
RP	research project
SPEG	Social Program Evaluation Group (Queen's University)
UN	United Nations
URNG	Partido Unidad Revolucionaria Nacional Guatemalteca
WARO	West (and Central) Africa Regional Office (IDRC)
WUSC	World University Service of Canada

## **ANNEX IV: PBR PI Staff (2000-present)**

## ANNEX V: Index of Research Projects Referenced

PR100648.....	94	RP100830.....	93, 97, 105, 126
RP00324.....	107	RP100833.....	108
RP003982.....	99	RP100869.....	107
RP004380.....	80, 87	RP100870.....	105
RP004382.....	126	RP100877.....	93, 101
RP004495.....	93	RP100879.....	108
RP004607.....	94, 97	RP100913.....	81
RP004608.....	100	RP100942.....	95, 110
RP004636.....	108	RP100965.....	108
RP060075.....	106	RP101065.....	95, 108
RP100045.....	108	RP101067.....	82, 84, 94, 97
RP100137.....	107	RP101068.....	82, 85, 97, 99, 130, 131
RP100152.....	84, 93, 97, 101	RP101125.....	81, 84
RP100203.....	108	RP101199.....	78, 85, 95, 100, 106, 108, 135
RP100226.....	80, 88, 96	RP101270.....	95, 108
RP100300.....	106, 108	RP101281.....	90, 95, 107, 108
RP100324.....	83	RP101323.....	83, 95, 99, 106, 108, 138
RP100325.....	107	RP101471.....	94, 97
RP100404.....	131	RP101493.....	85, 95, 108
RP100496.....	78, 82, 91, 96, 99, 123, 124	RP101494.....	85, 95
RP100501.....	92, 99, 108	RP101528.....	83, 88, 96
RP100598.....	106	RP101590.....	99
RP100600.....	84, 101, 102	RP101642.....	110
RP100648.....	82, 92	RP101656.....	83, 92, 95, 107
RP100690.....	108	RP101687.....	85, 97, 107
RP100692.....	81, 105, 121	RP101749.....	99
RP100829.....	107	RP101874.....	83



## **ANNEX VI: The Review Team**

**Rex Brynen** (team leader) is Professor of Political Science at McGill University and Chair of McGill's Middle East Studies Program. He is author of *A Very Political Economy: Peacebuilding and Foreign Aid in the West Bank and Gaza* (2000) and *Sanctuary and Survival: the PLO in Lebanon* (1990), and editor or coeditor of *Persistent Permeability: Regionalism, Localism, and Globalization in the Middle East* (2004), *Political Liberalization and Democratization in the Arab World* (2 volumes, 1995 and 1998), *The Many Faces of National Security in the Arab World* (1993), and *Echoes of the Intifada: Regional Repercussions of the Palestinian-Israeli Conflict* (1991), as well as articles on peace, conflict, and development in the region. In addition, he has served as a member of the Political and Security Policy Staff of the Department of Foreign Affairs and International Trade; as Special Advisor to DFAIT on peacebuilding and the Middle East peace process; as a member of the (Canadian) Interdepartmental Experts Group on Middle East Intelligence; as webmaster for the United Nations Special Coordinator's Office (UNSCO), Palestine; and as a consultant to the Canadian International Development Agency, IDRC, the Privy Council Office, and the World Bank.

**Stephen Brown** is Assistant Professor of Political Science at the University of Ottawa, and was previously a Social Science and Humanities Research Council (SSHRC) post-doctoral research fellow at the University of Toronto. Prior to obtaining his Ph.D., he spent four years working for the United Nations Development Programme (UNDP) in Oman, Honduras, and New York. He has also served as a consultant to IDRC, CIDA, and the private sector. His current research interests include political violence, conflict prevention, peacebuilding and development. He recently published a chapter on "ethnic clashes" in Kenya and is currently working on a book manuscript on foreign aid and democratization in sub-Saharan Africa.

**Evan Fox-Decent** is a SSHRS post-doctoral research fellow in the Faculty of Law at McGill University. He teaches and publishes in legal theory, administrative law, First Nations and the law, the law of fiduciaries, and human rights. He has worked on human rights and justice reform in Latin America since 1987, beginning with advocacy and relief work in El Salvador under the auspices of Nobel Peace Prize nominee Medardo Gomez. He has since served with the UN Verification Mission in Guatemala (MINUGUA, 1996-99), and has also served as a consultant to the Supreme Court of Venezuela, the National Assembly of Venezuela, the World Bank, the International Development Bank, Associates in Rural Development, USAID, and UNOPS. He is presently a Director of the International Institute on Law and Society.